

Review of Regional Coordination Mechanisms in Response to Mixed Movements in the LAC Region

FINAL REPORT - JULY 2024



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Instituto de Estudios sobre Conflictos y Acción Humanitaria
Institute of Studies on Conflicts and Humanitarian Action

This study has been conducted by the Institute of Studies on Conflicts and Humanitarian Action (IECAH) under the joint initiative of DG-ECHO, AECID, and IOM, along with UNHCR, OCHA, and UNDCO, and supported by the LAC RMD Coalition and the IFRC. The opinions expressed in this independent study report are those of the research team. They do not represent the views of any of the agencies and organizations referenced in the report.

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Acronyms and Abbreviations

AAP	Accountability to Affected Populations
AECID	Spanish Agency for International Development Cooperation
CAM	Central America and Mexico
CAM	OAS Commission on Migration Affairs
CARICOM	Caribbean Community
CDP	Comprehensive Development Plan
CELAC	Community of Latin American and Caribbean States
CLACSO	Latin American Council of Social Sciences
CMW	Committee on Migrant Workers
COPPAMI	Permanent Commission for the Protection and Assistance to Migrants in Vulnerable Conditions
COVID-19	Coronavirus Disease
CRRF	Comprehensive Refugee Response Framework
CSO	Civil Society Organization
CVA	Cash and Voucher Assistance
DAC	Development Assistance Committee
DESA	United Nations Department of Economic and Social Affairs
DG-ECHO	Directorate-General for European Civil Protection and Humanitarian Aid Operations
DIME	Mexican Intercultural Dialogue
ECLAC	Economic Commission for Latin America and the Caribbean
EU	European Union
FEM	Specialized Migration Forum of MERCOSUR
FIBEMYD	Ibero-American Forum on Migration and Development
FIO	Ibero-American Federation of Ombudsmen
FONAMIH	National Forum for Migrations in Honduras
GCM	Global Compact for Safe, Orderly and Regular Migration
GCR	Global Compact on Refugees
GIFMM	Inter-Agency Group on Mixed Migratory Flows
GPC	Global Protection Cluster
GTRM	Working Group for Refugees and Migrants
HC	Humanitarian Coordinator
HCT	Country Humanitarian Team
HDX	Humanitarian Data Exchange
HRP	Humanitarian Response Plan
IASC	Inter-Agency Standing Committee
IBC	Issue-Based Coalition
IBC-HM	Issue-Based Coalition on Human Mobility
ICMP	International Commission on Missing Persons
ICMPD	International Centre for Migration Policy Development
ICRC	International Committee of the Red Cross
IDB	Inter-American Development Bank
IDMC	Internal Displacement Monitoring Centre
IECAH	Institute of Studies on Conflicts and Humanitarian Action
IFRC	International Federation of Red Cross and Red Crescent Societies
ILO	International Labour Organization

IMRF	International Migration Review Forum
INCAF	International Network on Conflict and Fragility
INCOSAMI	Joint Health and Migration Initiative
INGO	Non-Governmental Organization (International)
IOM	International Organization for Migration
ISCG	Inter-Sector Coordination Group
JMS	Jesuit Migrant Service
JRS	Jesuit Refugee Service
LAC	Latin America and the Caribbean
LAC RMD	Coalition of Civil Society Organizations for the Defense of the Rights of Refugee, Migrant and Displaced Populations in Latin America and the Caribbean
LGBTIQ+	Lesbian, Gay, Trans, Bisexual, Intersex, Queer, and more
LNGO	Non-Governmental Organization (Local)
MERCOSUR	Southern Common Market
MIRA	Multisector Initial Rapid Assessment
MIRPS	Comprehensive Regional Protection and Solutions Framework
MM	Mixed Movements
MMC	Mixed Migration Centre
MPTF	Migration Multi-Partner Trust Fund
NCA	Northern Central America
NRC	Norwegian Refugee Council
OAS	Organization of American States
OCAM	Central American Commission of Migration Directors
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OCHA ROLAC	OCHA Regional Office for Latin America and the Caribbean
OECD	Organisation for Economic Co-operation and Development
OHCHR	United Nations High Commissioner for Human Rights
PAHO	Pan American Health Organization
PRM	U.S. Department of State's Bureau of Population, Refugees, and Migration
PSEA	Prevention of Sexual Exploitation and Abuse
R4V	Inter-Agency Coordination Platform for Refugees and Migrants from Venezuela
RC	Resident Coordinator
RC/H	Resident/Humanitarian Coordinator
RCM	Regional Conference on Migration
RCP LAC	Regional Collaboration Platform for Latin America and the Caribbean
REDLAC	Regional Risk, Emergency, and Disaster Working Group for Latin America and the Caribbean
REDNAM	National Network of Civil Organizations for Migration – Costa Rica
REDTRAM	Ibero-American Network of Specialized Prosecutors against Trafficking in Persons and Smuggling of Migrants
RIAM	Ibero-American Network of Migration Authorities
RIMD	International Network on Migration and Development of Mexico
RJM LAC	Jesuit Network with Migrants of Latin America and the Caribbean
RMRP	Regional Refugee and Migrant Response Plan
RROCM	Regional Network of Civil Organizations for Migration
SACM	South American Conference on Migration
SICA	Central American Integration System
SOGI	Sexual Orientation and Gender Identity

ToR	Terms of Reference
UN	United Nations
UN System	United Nations System
UNCT	United Nations Country Team
UNDCO	United Nations Development Coordination Office
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNSDCF	United Nations Sustainable Development Cooperation Framework
UNSDG	United Nations Sustainable Development Group
USA	United States of America
USAID	United States Agency for International Development
WFP	World Food Programme
WHO	World Health Organization

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EXECUTIVE SUMMARY

I. Presentation

The increasing complexity of mixed movements in Latin America and the Caribbean (LAC) has led to implementation of various initiatives to improve the response through coordination. This study, under the joint initiative of DG-ECHO, AECID, and IOM, along with UNHCR and OCHA, and supported by the LAC RMD Coalition, IFRC, and UNDCO, examines the interagency coordination mechanisms to respond to mixed movements in the region. The objective is to identify their strengths, gaps, duplications, and complementarities and, based on the findings and results, formulate concrete and realistic recommendations to improve their effectiveness, address gaps, and strengthen aspects recognized as good practices or strengths of existing coordination mechanisms, particularly the Regional Group on Risks, Emergencies, and Disasters for Latin America and the Caribbean (REDLAC), the Regional Interagency Coordination Platform for Refugees and Migrants from Venezuela (R4V), and the Issue-Based Coalition on Human Mobility (IBC-HM), to ensure an effective response that adapts to the changing dynamics of mixed movements in the region.

The review encompasses the mapping and the analysis of regional interagency coordination mechanisms involved in the response to mixed movements in LAC. That includes an in-depth analysis of the implementation of the structure of regional coordination mechanisms in terms of coordination, needs assessment, strategic planning, advocacy, fundraising strategies, information management, and monitoring of the response and its outcomes.

From a methodological perspective, a mixed approach was adopted, combining qualitative and quantitative methods to collect, analyze, and interpret data to ensure the robustness of the results, minimize biases, and increase the reliability of conclusions, lessons learned, good practices, and final recommendations. This research took place between February and June in five stages: i) Preliminary analysis and preparatory report, ii) Detailed document review, iii) Mapping of coordination mechanisms, iv) Data collection, and v) Analysis and synthesis phase. Over 430 people from various institutions participated in the different phases and tools of the study.

II. The context of coordination in response to mixed movements

In recent decades, **no region in the world has experienced a higher relative increase in international mixed movements than LAC.** It should be noted that a significant portion of these movements has occurred between countries within the region. That represents a shift from just a few years ago when the flows were headed towards the United States, Canada, or Europe.

Although this outward flow continues, in recent decades, LAC has become a region characterized by intraregional mixed movements and returns in some countries.

Mixed movements in LAC became the focus of global attention between 2017 and 2018 when the number of migrants and refugees from the Bolivarian Republic of Venezuela increased drastically, reaching virtually all countries in the region. At the same time, South America, Central America, and North America continue to experience mixed movements of people from the region fleeing violence or seeking to improve their situation, as well as people moving from Caribbean countries like Haiti or from African and Asian countries, also motivated by various factors, including the search for better opportunities, but also fleeing armed conflicts, other situations of violence, and persecution.

The reality of human mobility is present in intergovernmental forums in the region and was led to numerous declarations and proposals of various scopes, giving rise to an evolving architecture for managing mixed mobility that includes new instruments at the regional and national levels in different countries. That includes new coordination mechanisms that have emerged, alongside existing ones, to respond to needs for assistance, humanitarian protection and integration in the region.

The countries of LAC have a long history of cooperation in migration and protection through regional mechanisms. These mechanisms facilitate information exchange, the sharing of best practices, and coordinated responses. Since the beginning of the century, the region has developed new migration governance mechanisms that many consider unique because, in contrast to trends in the Global North, the region has emphasized the rights of migrants and refugees, relatively open border control measures, multilateral efforts to facilitate mobility and coordinate policies, and the non-criminalization of irregular migration. From the 1984 Cartagena Declaration on Refugees to the more recent Los Angeles and Palenque Declarations on migration and protection, the region is at the forefront of international initiatives in this field.

The array of these coordination systems for population movements in LAC is highly relevant due to its diversity and scope. These mechanisms include structures led both by states and the international community, with a fundamental role played by the United Nations system and the participation of civil society entities. They also include joint governance structures. The R4V Platform, created in 2018 and co-led by IOM and UNHCR, coordinates response efforts in 17 LAC countries, focusing on regional strategies and specific support at the national and subregional levels. Meanwhile, REDLAC, established in 2003 under the leadership of OCHA ROLAC, acts as a regional coordination platform for disaster and humanitarian crisis preparedness and response. The IBC-HM, an Issue-Based Coalition on Human Mobility created in 2020 with a secretariat shared by IOM, UNHCR, and ECLAC, is part of the Regional Collaborative Platform for Latin America and the Caribbean (RCP LAC). This platform brings together all United Nations entities working jointly within the framework of the 2030 Agenda and potentially a broader group of stakeholders, supporting Resident Coordinators (RCs) and UN Country Teams (UNCTs) in responding to situations involving refugees, migrants, host communities, and returnee communities in the LAC region. These and other

regional, subregional, national, and subnational coordination mechanisms and initiatives play an important role in coordinating responses and managing information on the migration situation and its evolution in the region.

III. Summary of findings and conclusions

Context

F1. There is a collective acknowledgment of the high complexity of the reality of mixed movements in Latin America and the Caribbean, due to significant changes in the dynamics of the flows and other situations.

F2. This reality will remain complex for a long time, generating situations of human suffering and threats to the rights of affected populations.

F3. Elements of the international geopolitical reality can pose a threat to the future, potentially exacerbating these challenges.

Knowledge, Presence, and Typology

F4. There are several coordination mechanisms in the region with very different objectives and scopes. Knowledge of these coordination mechanisms related to mixed population movements is uneven and partial among the study participants.

F5. The presence and implementation of mechanisms with a regional focus are uneven, both territorially and in their importance concerning mixed movements.

F6. At the national level, coordination spaces related to mixed movements are wide variety but no single model. The role of different agencies involved in national coordination also varies widely.

F7. The current reality shows that the coordination carried out by these mechanisms spans various levels (strategic and operational; regional and national; sectoral diversity; humanitarian – integration and development; with emphasis on the Venezuelan population or general), but no single mechanism addresses all these aspects comprehensively.

Relevance

F8. There is unanimous agreement on the need for coordination mechanisms in the region and in the importance of addressing a joint response. In principle, there is widespread consensus that, from their inception, the three mechanisms are relevant.

F9. Changes in the situation and the practices of the mechanisms have led to de facto adaptations in their response and approaches. That affects the target population of the mechanisms' work, the complementarity of actions—which must include humanitarian, integration, and development components—and the regional dimension. There is general agreement on the need to deepen these elements.

F10. Changes in mobility patterns in the region confirm the relevance of adopting a route-based approach, with a broader global vision that considers the causes at the origin, transit, destination, and possible return.

Achievements

F11. Each mechanism has a series of strengths and weaknesses derived from both its mandate and its implementation.

F12. Significant progress has been made at both general and sectoral levels, but there has been some duplication that has affected achievements, creating inefficient workflows.

F13. Achievements in terms of impact on public policies have been significant and have contributed to government decisions and measures that facilitate migrant and refugee populations' access to public services and resources.

F14. Data management is among the most problematic elements: there are multiple information sources and multiple mechanisms to consolidate it.

F15. The definition of the concept of gender and its focus on the different coordination mechanisms has been limited. That has resulted in the limited visibility of people with different sexual orientations and gender identities (SOGI), their migratory and displacement experiences, and consequently, the response to their specific needs beyond protection from violence based on sexual orientation and/or gender identity.

F16. There has been scarce integration of the "triple nexus" approach and the inclusion of elements in favor of peace, fighting against discrimination and xenophobia, and localization.

F17. There is a lack of clear evaluation and accountability systems in the mechanisms coordination, affecting transparency and the ability to adapt to changing needs.

Inclusiveness

F18. There are various approaches, perspectives, and perceptions regarding inclusiveness in the main coordination mechanisms at the regional level.

F19. There are relevant actors, particularly those linked to development, who have not been sufficiently incorporated into the coordination mechanisms.

F20. There is an interest in increasing the involvement of governments in the coordination mechanisms at both regional and national levels.

Governance

F21. The governance system of R4V has enabled joint and synergistic work between UNHCR and IOM but has made it difficult for other agencies to be incorporated.

F22. There is a demand from other United Nations agencies and NGOs for more balanced governance within R4V.

F23. The role of RCs has not been as significant in R4V, although their involvement has been decisive in some countries.

Sustainability

F24. The coordination mechanisms have contributed to increasing the response to mixed movements in the region, although not in a sustained manner over time. That supports the need for a permanent forum to develop, implement, and monitor the long-term strategy to respond to mixed movements in the region and the role of coordination in driving it.

F25. The lack of specific funding for coordination is evident. Only in the case of R4V can it be considered that part of the funding from IOM and UNHCR is allocated to coordination tasks. However, even in this case, there was no specific funding for the coordination of sectors or working group.

F26. There is little ownership of the coordination mechanisms by local actors in affected countries, both by governments and other civil society actors.

The **conclusions** are organized following the line of reasoning of the findings that respond to the evaluation criteria, the issues to be reviewed, and the key questions. Each conclusion groups and integrates issues contained in various findings.

C1. The situation of mixed movements in the LAC region is highly complex. Beyond circumstantial aspects, some trends and dynamics affecting the entire region seem to be consolidating and persisting over time.

C2. The current coordination mechanisms are insufficient to cover the entire population in mobility situations. The emergence of these mechanisms to address various issues has resulted in inconsistencies, duplications, and gaps.

C3. The coordination mechanisms have not incorporated a planning logic with clear and common objectives and outcomes. There has been no approach that provided coherence between the humanitarian dimension and that of integration or development, following a nexus logic.

C4. In the last five years, the reality of human mobility in Latin America and the Caribbean has changed significantly. However, these changes have not been reflected in the adaptation of the coordination mechanisms. While there have been some adjustments in certain mechanisms, they have not been formalized to address the situations at origin, transit, and destination or return, with a route-based approach, encompassing a regional, hemispheric dimension, also reflected at the national level.

C5. Globally analyzed, **the coordination mechanisms have added value to the overall response and contributed to achieving positive results, albeit in a limited way.**

C6. **The lack of harmonization of different information management systems, which includes differences in data consolidation, standards, and periodicity, generates redundancies, discrepancies, and duplication of efforts.** The absence of clear monitoring systems and a certain culture of evaluation makes it difficult to assess their impacts.

C7. **There are no clear accountability systems for the affected communities, the general population, agencies and organizations, states, or donors.** This deficiency is reflected in the lack of standardized and structured mechanisms to evaluate the impact of actions and ensure transparency in the use of resources.

C8. **The emphasis on sectoral or thematic aspects has had positive results, providing specialized approaches and content that contribute to improvement.** They have brought notable innovations in some sectors or themes like humanitarian transport or PTM. However, these advances have been uneven across coordination mechanisms and countries, creating duplications and gaps that have undermined achievements.

C9. **The lack of homogeneity between countries, the relationship with development institutions, even those within the UN system (UNDP, UNICEF, ILO...), as well as the relationship with other more political coordination mechanisms and with governments, complicates the relationship between the various mechanisms and their complementarity, although this homogeneity can also pose challenges in terms of autonomy.**

C10. **The articulation between the regional or subregional dimension of the coordination mechanisms and their application within each country, even at the local level, presents huge disparity and lack of homogeneity.**

C11. **The disparity of governance systems** of each mechanism makes it difficult to establish comparisons, but it allows lessons to be drawn on the desirability of greater inclusion and participation of different types of organizations, in particular civil society, including local organizations, and of establishing clearer, more inclusive and community-oriented governance models. common objectives and results.

C12. **The relationship with governmental mechanisms has been diverse,** with some good results in integration and insertion into social protection mechanisms. However, this relationship has been uneven, varying significantly between countries and contexts.

C13. In general, **the inclusion of the gender perspective has been modest.** References to dominant masculine forms in Spanish can be exclusive of women in general and their specific needs, risks, and vulnerabilities. Similarly, the still restricted view of sex and gender as rigid and binary categories, which in turn

excludes people with different sexual orientations and gender identities (SOGI), is evident in the lack of a formal and consistent space for the participation of LGBTIQ+ organizations and support networks in the coordination mechanisms, hindering the recognition and adequate attention to these individuals.

C14. The participation of local organizations is scarce, distancing processes from the commitment to localization, limiting the relevance and sustainability of interventions, and affecting the pertinence and durability of implemented actions.

C15. Funding difficulties condition the future sustainability of the coordination mechanisms. At the same time, highlight the need for specific resources for coordination, understanding that this can contribute to improving effectiveness and efficiency.

IV. Summary of recommendations

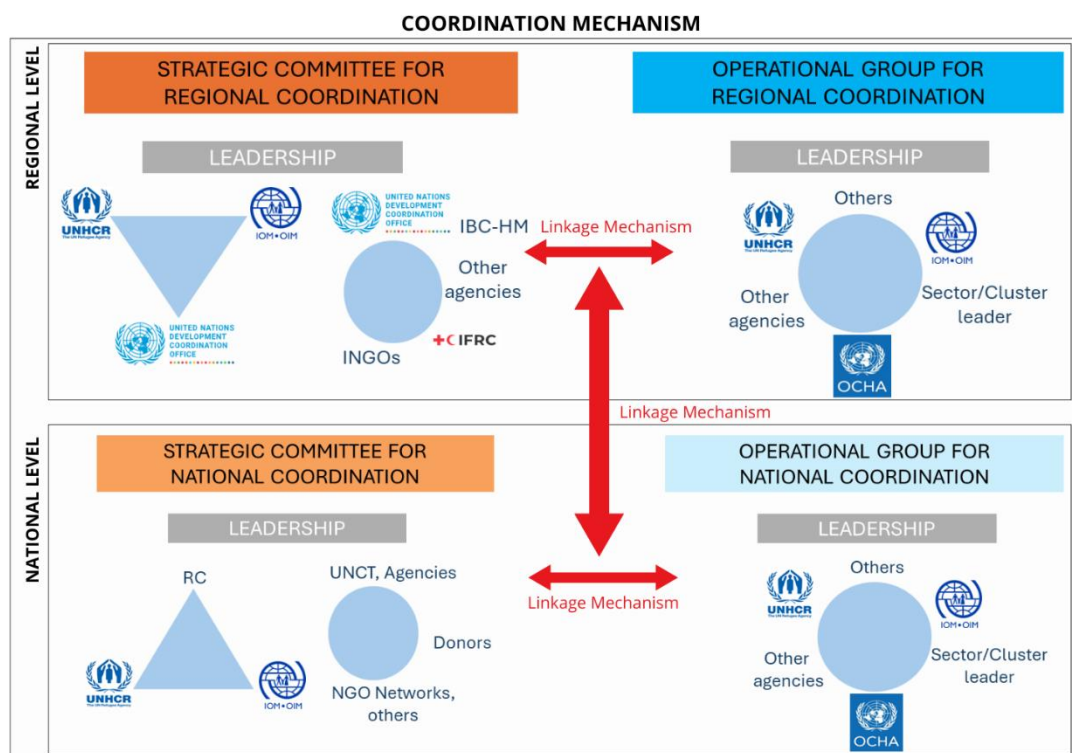
These **recommendations** aim to be feasible and practical to achieve the gradual adaptation of existing mechanisms in the process towards a single coordination mechanism for the response to mixed movements in the region

R1. Adapt the work of coordination mechanisms, especially R4V and IBC-HM, to the new reality of human mobility in LAC. Establish a **Working Group** to set the timeline, address the implementation of the recommendations, and monitor their compliance or application.

R2. In terms of coverage, **the study recommends expanding the mandate of mixed movements coordination with a needs and vulnerabilities-based approach, beyond nationality and place of origin.** Decisively adopt a route-based approach as a comprehensive strategy to address the needs and protect the rights of migrants and refugees at each stage of their journey.

R3. Develop a "**Response Strategy for Mixed Movements in LAC**" that defines in detail the expected outcomes of coordination mechanisms. The Strategy should specify themes, approaches, monitoring mechanisms, funding strategies, etc., and could be presented at an International Conference to highlight the issue of mixed migration in LAC.

R4. Regarding the structure of the mechanism, **the study advocates for the reconfiguration of R4V to improve its articulation with the other mechanisms and clarify the various levels of coordination and the synergies that may arise between them.** The study proposes two levels of coordination: one political-strategic and another operational, recognizing that both types of actions should be complementary and mutually reinforcing. It should be reflected in both the regional geographic plane and the national scale. It is not about having two different structures, but rather a single regional structure and a single national structure per country. This proposal could be outlined as follows:



R5. Regarding sectoral or thematic groups, steps should be taken to harmonize the existing ones in each area, avoid duplications, and, in the medium term, unify them at both the regional and country levels. In this unification of sectors and thematic groups, it is recommended to follow the IASC criteria and the cluster system.

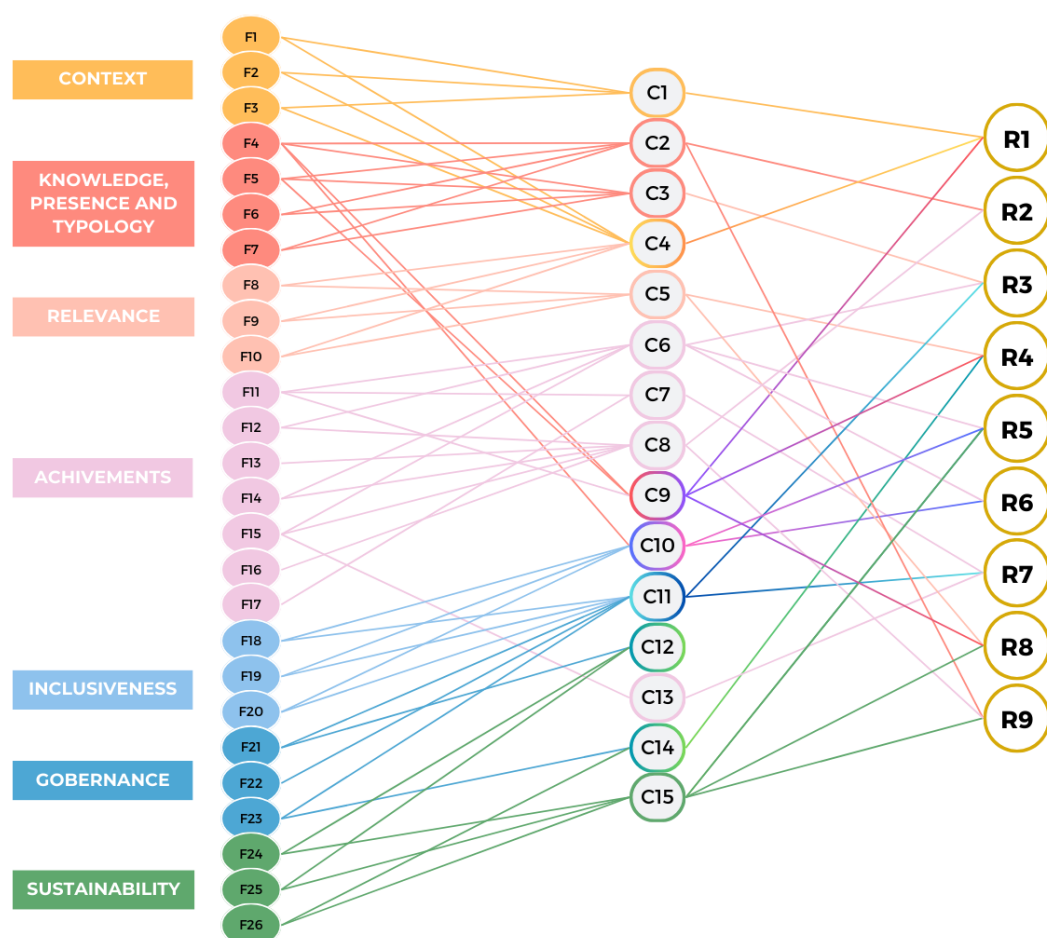
R6. Regarding the various information management systems, it is recommended to move towards a unified system that includes aspects of flow prediction and prevention. It would be necessary to unify, on the one hand, a situation and flow analysis system and, on the other hand, a response monitoring system.

R7. Regarding governance and inclusion, it is proposed to expand the presence and participation of organizations in the coordination mechanism, specifying the roles of other UN agencies, Resident Coordinators (RCs), NGOs, CSOs, etc.

R8. The leadership of the resulting coordination mechanism should be expanded at both the regional and country levels, **enhancing the presence of other agencies related to development, integration, and durable solutions.**

R9. Regarding sustainability, it is necessary to allocate specific resources for coordination. At the same time, efforts should be made to ensure that states take ownership of the response by strengthening their institutions and capacities, as well as those of civil society organizations in the field.

V. Linking findings, conclusions and recommendations



1. INTRODUCTION

Since 2010, no region in the world has experienced a **greater relative increase in migration and displacement than Latin America and the Caribbean (LAC)**. Notably, much of this movement has occurred between countries within the region. This marks a shift from just a few years ago when discussions on regional movements primarily focused on people leaving the region, typically heading to the United States, Canada, or Europe. While this outward flow continues, in recent decades, LAC has become a region characterized mainly by intraregional mixed movements, as well as return movements in some countries¹. Mixed movements² in LAC gained global attention between 2017 and 2018, when the number of migrants and refugees from the Bolivarian Republic of Venezuela (hereafter Venezuela) drastically increased, reaching nearly every country in the region. Initially adopting open-border policies, several LAC countries gradually restricted the mobility of Venezuelan refugees and migrants, who now face difficulties integrating into their destination countries.

At the same time, Central and North America continue to experience mixed movements of two main population groups, both aiming to reach the United States: nationals from El Salvador, Honduras, Nicaragua, Guatemala, Colombia, and recently, Ecuador, who leave their countries to seek protection from gang violence and persecution, improve their economic situation, and reunite with family members in their destination countries; and people moving from Caribbean countries like Haiti or from African and Asian countries, also motivated by various factors, including the search for better opportunities, as well as fleeing armed conflicts, other situations of violence, and persecutions. The United States has launched several initiatives, including agreements with "safe" third countries, to reduce regular and irregular migration and prevent people on the move from reaching its territory. Human mobility is a prominent topic in intergovernmental forums in the region, prompting many declarations and proposals of varying scope.

This situation has led to an **evolving human mobility management architecture** that includes new instruments at regional and national levels in various countries, including new coordination mechanisms that have emerged alongside existing ones to address needs for assistance, humanitarian protection, and integration in the region. Among these are the **Regional Interagency Coordination Platform for Refugees and Migrants from Venezuela (R4V)**, the **Regional Group on Risks, Emergencies, and Disasters for Latin America and the Caribbean (REDLAC)**, and the **Issue-Based Coalition on Human Mobility (IBC-HM)**, which are the focus of this study. The R4V Platform, created in 2018 and co-led by IOM and UNHCR, coordinates response efforts in 17 LAC countries, focusing on regional strategies

¹ Migration Policy Institute (MPI), 2023, *The Change in Migration Patterns and Policies in the Americas*, April 11, 2023. Available at: <https://www.migrationpolicy.org/article/el-cambio-de-los-patronos-y-politicas-migratorias-en-las-americas>

² In the *Glossary on Migration* (2019), IOM defines mixed movements (also referred to as mixed migration or mixed flows) as: "movement in which several people travel together, usually irregularly, using the same routes and means of transport, but for different reasons. People traveling as part of mixed movements have different needs and profiles and may include asylum seekers, refugees, trafficking victims, unaccompanied or separated minors, and irregular migrants". Available at: <https://publications.iom.int/system/files/pdf/iml-34-glossary-es.pdf>

and specific support at national and subregional levels. REDLAC, established in 2003 under the leadership of OCHA ROLAC, acts as a regional coordination platform for disaster preparedness and response, enhancing coordination, preparedness, and analysis among humanitarian organizations, and through the Protection Sectoral Group, conducts analyses on mixed movements. Notably, R4V is an invited member of REDLAC. The IBC-HM, a Thematic Coalition on Human Mobility created in 2020, with a secretariat shared by IOM, UNHCR, and ECLAC, is part of the Regional Collaborative Platform for Latin America and the Caribbean (RCP LAC). This platform brings together all UN entities working to jointly respond to the 2030 Agenda and potentially a broader group of stakeholders, supporting Resident Coordinators (RCs) and UN Country Teams (UNCTs) in responding to situations of refugees, migrants, host communities, and returnee communities in the LAC region. These and other regional, subregional, national, and subnational coordination mechanisms and initiatives play a crucial role in coordinating the response and managing information on human mobility and its evolution in the region. The study examines interagency coordination mechanisms to respond to mixed movements in the LAC region. The goal is to identify their strengths, gaps, duplications, and complementarities and, based on the findings and results, to formulate concrete and realistic recommendations to enhance their effectiveness, address gaps, and strengthen aspects recognized as best practices or strengths of existing coordination mechanisms, particularly REDLAC, R4V, and IBC-HM, to ensure an effective response that adapts to the changing dynamics of mixed movements in the region.

This report is divided into eight sections. Following this brief introduction, there is a justification section that includes an analysis of the current context of human mobility in the LAC region and a reflection on the current response to mixed movements and the need for coordination. Next, the report presents the objectives, approach, and methodology used to examine the issue under study. Subsequently, the fourth section provides a summarized analysis of the existing coordination mechanisms to respond to mixed movements in Latin America and the Caribbean, without going into detail, as these can be found in the mapping report that complements this report. The following sections present the findings, results, conclusions, best practices and lessons learned, and finally, the recommendations derived from the study. The entire study aims to follow a narrative that allows understanding of the rationale behind the conclusions and recommendations and tracing the findings that justify them.

2. JUSTIFICATION

The following section addresses several crucial issues related to mixed movements in Latin America and the Caribbean (LAC). First, it explores the context of mixed movements, highlighting changes in the dynamics of international flows and the impact of various crises on these movements. Then, it analyzes the response to these mixed movements, including the evolution of the institutional context and the coordination mechanisms that have emerged to manage the situation. Finally, it examines the evolution of funding, emphasizing the financial challenges faced by governments and organizations in their efforts to respond to the needs of refugee and migrant populations.

2.1. A region in motion: The context of mixed movements in LAC.

The region has experienced a series of changes in the dynamics of mixed movements. While the second half of the 20th century was characterized by South-North mixed movements, particularly from the Andean region to the United States (U.S.), Canada, and Europe, and by cross-border mixed movements within Latin America, the 21st century has brought a significant diversification of destinations. This shift includes fundamentally intraregional movements, return movements in some countries, and increased complexity in the structural causes of migration and displacement³.

Since 2000, the region has seen an increase in displacement, and since 2010, no other region in the world has experienced a higher relative increase in mixed movements. Political and economic crises, as well as natural disasters, have caused the displacement and migration of millions of people from Venezuela and hundreds of thousands from northern Central America, Cuba, and Haiti in movements that have come to define a new era of human mobility in the region.

In Latin America and the Caribbean, the presence of the mixed movements is particularly visible. People migrating for economic reasons not only follow the same routes as those in need of international protection—such as those displaced by social and political violence, climate change, large-scale development projects, or sexual and gender-based violence—but their reasons for mobility are often multiple. A significant portion of the mixed movements crossing the region originate from countries such as Venezuela, Colombia, Ecuador, Cuba, Haiti, Nicaragua, Honduras, Guatemala, El Salvador, and Mexico, some of which are countries with complex situations of internal conflict, widespread violence, poverty, environmental issues, natural disasters, and human rights violations. As a result, many people fleeing these countries are forced to do so due to severe conditions of structural violence. However, it wasn't until 2017 and 2018 that these mixed movements in LAC began to receive global attention when the number of migrants and refugees from Venezuela increased dramatically, reaching nearly every country in the region. Initially adopting open-border policies, several states in the region

³ Migration Policy Institute, 2023, *The Change in Migration Patterns and Policies in the Americas*. Available at: <https://www.migrationpolicy.org/article/el-cambio-de-los-patronos-y-politicas-migratorias-en-las-americas>

started to impose increasing restrictions on the mobility of Venezuelan migrants and refugees, who struggle to integrate into their destination countries. At the same time, Central and North America continue to experience mixed movements, primarily from Salvadoran, Honduran, and Guatemalan populations, who leave their countries to seek protection from gang violence and persecution, improve their economic situation, and reunite with their families in their destination, often the U.S.; and people moving from African, Asian, and Caribbean countries, also motivated by various factors, including the search for better opportunities, escaping armed conflicts, violence, and persecution. The U.S., for its part, has launched several initiatives, including agreements with "safe" third countries, to reduce regular and irregular migration and prevent people on the move from reaching its territory⁴.

Since 2015, approximately 7.7 million Venezuelans have been displaced from their home country, including around 6.6 million to other parts of LAC. Additionally, the 2010 earthquake in Haiti was the first in a series of recent natural disasters and political crises affecting the country, leading to the emigration of hundreds of thousands of Haitians to other countries in the hemisphere, including those in need of international protection. Most were initially settled in the U.S., the Dominican Republic, Chile, and Brazil, although many who settled in the region moved elsewhere eventually. Relying on strong diaspora networks and social capital, Cubans have left their country for several years, heading not only to the U.S.—which hosts the largest Cuban diaspora—but also to countries across LAC. Furthermore, since the political repression in Nicaragua in 2018, around 225,000 Nicaraguans have sought international protection in Costa Rica, with some others fleeing to Panama⁵.

As a result of a confluence of push and pull factors, including the COVID-19 pandemic and uneven humanitarian and integration responses for migrants and refugees, the number of people moving north has increased significantly since 2020, often aiming to reach the U.S. In 2021, there was a notable outflow of the Haitian population from Chile and Brazil⁶. Also, in 2022, a shift was observed in the dynamics of the Venezuelan population, beginning to move northward. Along their journey, many of these individuals traverse the Darién Gap, an irregular stretch of tropical jungle approximately 150 kilometers long between Colombia and Panama, fraught with armed gangs and protection risks such as sexual violence, forced recruitment of children and adolescents by armed groups, extortion, human trafficking, and smuggling. More than 110,000 migrants and refugees crossed the Darién Gap in the first quarter of 2024 alone, and over 520,000 in all of 2023⁷, a 109%

⁴ Mixed Migration Centre, 2024, Quarterly Mixed Migration Updates: Q1 2024. Available at: <https://mixedmigration.org/quarterly-mixed-migration-updates-quarter-1-2024/>

⁵ Ibid., 1

⁶ United Nations, 2021, UN News: More than 91,000 migrants have crossed the Darién so far this year on their way to North America. Available at: [Más de 91.000 migrantes han atravesado el Darién en lo que va de año en su camino hacia Norteamérica | Noticias ONU \(un.org\)](https://news.un.org/en/story/2021/12/1058947)

⁷ Mixed Migration Centre, 2024, Quarterly Mixed Migration Update: Latin America and the Caribbean Quarter 4, 2023. Available at: https://mixedmigration.org/wp-content/uploads/2024/02/QMMU_Q4_2023_LAC.pdf

increase from 2022 (248,000)⁸. Most people who cross are from LAC, but the migration and displacement from Africa and Asia continue, representing about 10%.

Thus, the current landscape of the dynamics of mixed movements in the region is characterized by a multitude of flows: north-south movements, pendular movements, movements from the country of origin and the host country, internal displacement, returns, and deportations to the country of origin or a new host country.

In light of this, responding to the new, complex, and diverse mixed movements in the region remains a challenge. The gradual yet rapid emergence of migration and displacement as a priority issue provides an opportunity for the various actors involved in addressing the needs of affected populations, including the United Nations, donors, civil society, and the populations themselves, along with governments, to strengthen coordination and cooperation at regional, sub-regional, and national levels to a better manage a phenomenon that will continue to grow.

2.2. La respuesta a los movimientos mixtos en la región. Elementos para un balance.

2.2.1. Evolución del contexto institucional.

The LAC countries have a long history of cooperation on migration and refugee protection through regional and sub-regional mechanisms (see Figure 1). These mechanisms facilitate the exchange of information, the sharing of best practices, and the coordination of responses. Since the beginning of the century, the region has developed new mechanisms for migration governance and refugee protection that many consider unique because, in contrast to trends in the global North, the region has emphasized the rights of migrants and refugees, relatively open border control measures, multilateral efforts to facilitate mobility and coordinate policies, and the non-criminalization of irregular migration. **From the 1984 Cartagena Declaration on Refugees to the more recent Los Angeles and Palenque Declarations** on migration and protection, the region is at the forefront of international initiatives in this respect.

The set of systems for coordinating population movements in LAC is highly relevant for its diversity and scope. These mechanisms include structures led by both States and the international community. They also include joint governance structures.

In 2018, at the height of the impact of the Venezuelan situation on the countries of the region, and despite the wide range of existing intergovernmental coordination bodies on migration and the regional and national frameworks for refugee protection, several countries in the four sub-regions⁹ affected by the massive arrival of Venezuelan population saw the need to respond in a coordinated manner and

⁸ Migración Panamá, 2024, Migration Movement Statistics. Available at: <https://www.migracion.gob.pa/inicio/estadisticas>

⁹ Current member states: Argentina, Bolivia, Brazil, Chile, Colombia, Costa Rica, Ecuador, Guyana, Mexico, Panama, Paraguay, Peru, Dominican Republic, Uruguay, and Paraguay.

decided to create the so-called **Quito Process**. The efforts made at the State level for the humanitarian response and the integration of refugees and migrants from Venezuela at first instance and various nationalities as the situation evolved are recognized. Access to documentation, social assistance, educational opportunities, and health are examples of the goodwill of the States in the region to address the humanitarian crisis.

During this same period of significant humanitarian impact, the region already had humanitarian coordination mechanisms led by the United Nations System. Among these, **REDLAC**, created in 2003 at the regional level, and the Humanitarian Country Teams (HCTs), or the Humanitarian Country Networks, led by Humanitarian Coordinators (HCs) in the first case and RCs in the second, always supported by OCHA, stand out. Although they had a long history of humanitarian coordination in disaster cases, the humanitarian response to population movements did not appear to be part of the mandate of these mechanisms, at least at the regional level. Nonetheless, the contribution from the regional protection group, co-led at the time by UNHCR and NRC, in terms of information analysis, through the publication of informational bulletins, is noteworthy. The case of Colombia is also significant, where response teams derived from the HCT were organized to respond at the border to the massive arrival of people from Venezuela.

In 2018, UNHCR and IOM were mandated by the UN Secretary-General to create a unique mechanism to respond to the mixed movements of the Venezuelan population. Known as the **Interagency Coordination Platform for Refugees and Migrants from Venezuela (R4V)**, it currently comprises several national and sub-regional platforms aiming to ensure the humanitarian response in the region through the planning document Regional Refugee and Migrant Response Plan (RMRP), developed from its annual joint needs assessment (RMNA). Due to its scope and leading agencies, this mechanism could maintain a privileged relationship with the Quito Process, seeking synergies and complementarities. As mentioned earlier, in some countries like Colombia, humanitarian coordination structures were already operational in response to the crisis of mixed movements when the R4V platform was created, leading to the coexistence of structures, which in some cases shared intervention areas and implementing organizations.

To this landscape of coordination mechanisms responding to mixed movements in the region is the impact of the United Nations System Reform following resolution A/RES/72/279 in 2020. Under this reform, the UN Secretary-General established the **Regional Collaboration Platform for Latin America and the Caribbean (RCP-LAC)** in November of the same year, replacing the Regional Coordination Mechanism and the United Nations Sustainable Development Group for Latin America and the Caribbean (UNSDG LAC). The RCP-LAC includes **Issue-Based Coalitions (IBC)**, with a specific one for human mobility (IBC-HM). This Coalition provides information to the UN System and its RCs on the situation in Venezuela and the consequent mass displacement of the Venezuelan population and others. Similarly, in line with these reforms, the **UN Development Coordination Office (UNDCO)** is also tasked with reinforcing the role of RCs and providing them with the necessary support to

fulfill their mandate. It is worth noting that RCs can also assume the role of HCs in contexts requiring international humanitarian assistance if no one else has been designated under General Assembly Resolution 46/182 and related resolutions.

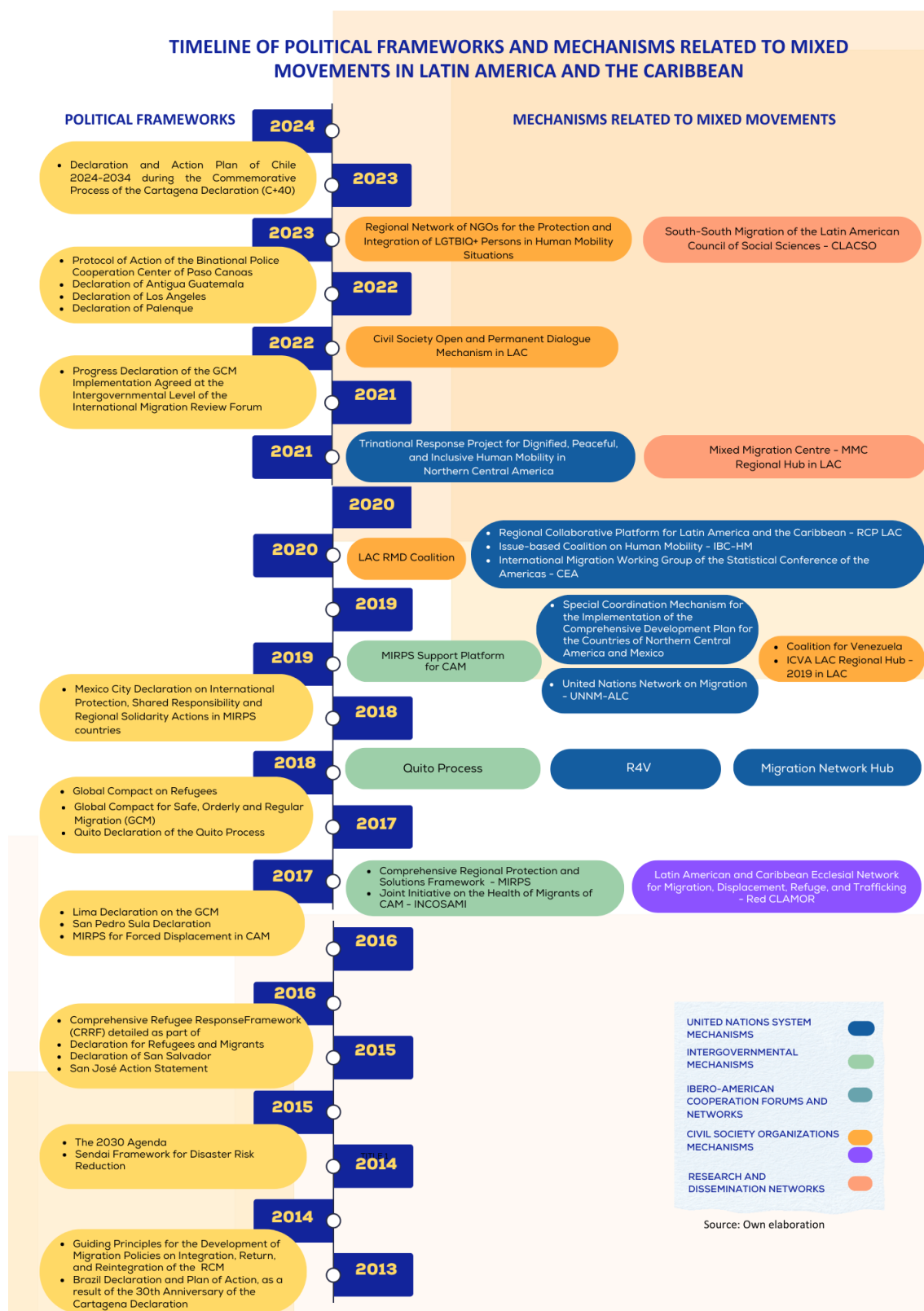
The involvement of civil society with established coordination mechanisms, such as those mentioned earlier, helps complete the picture of the response to mixed movements in the region. There were already consultation spaces led by civil society regarding migration, such as the **Regional Network of Civil Organizations for Migration (RROCM)**, created in 1996, or for refugee protection, such as the **Articulating Group of the 2014 Brazil Plan of Action**. Later, in response to the humanitarian emergency arising from the Venezuelan crisis, the efforts of the following two initiatives stand out. On the one hand, the **Coalition for Venezuela**, created in 2019 and led by Venezuelan nationals, aims to join efforts in the integration and development of Venezuelan migrants and refugees in the Americas. On the other hand, national, regional, and international NGOs, feeling the need to expand their advocacy capacity in decision-making spaces on the humanitarian response to the Venezuelan situation, decided to create in 2020 the **Civil Society Organizations Coalition for the Defense of the Rights of Refugees, Migrants, and Displaced Persons in Latin America and the Caribbean, Coalition LAC RMD**.

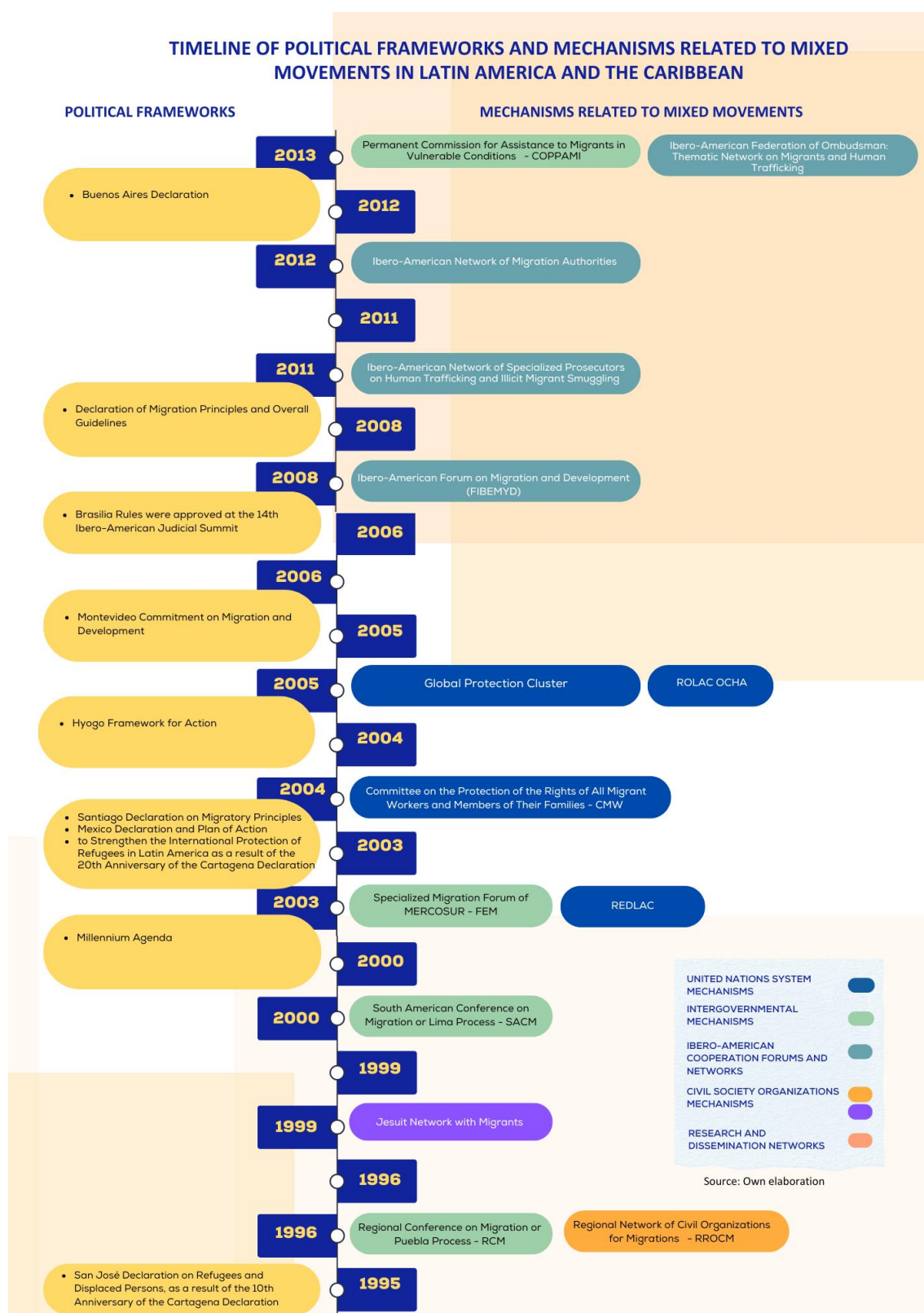
Additionally, the **National Red Cross Societies, IFRC, and ICRC** play a significant role in protection and assistance through their participation in some of the region's coordination mechanisms. Although outside the scope of this study, the role of multilateral banks, specifically the **Inter-American Development Bank (IDB)**, through financing initiatives and monitoring indicators related to integration, remittances, migration policy regimes, or public perception of migration, is also noteworthy. The IDB also supports the work of UNHCR, IOM, and other organizations who work in the region. Similarly, some national banks and the private sector are very active, especially in integration and development actions.

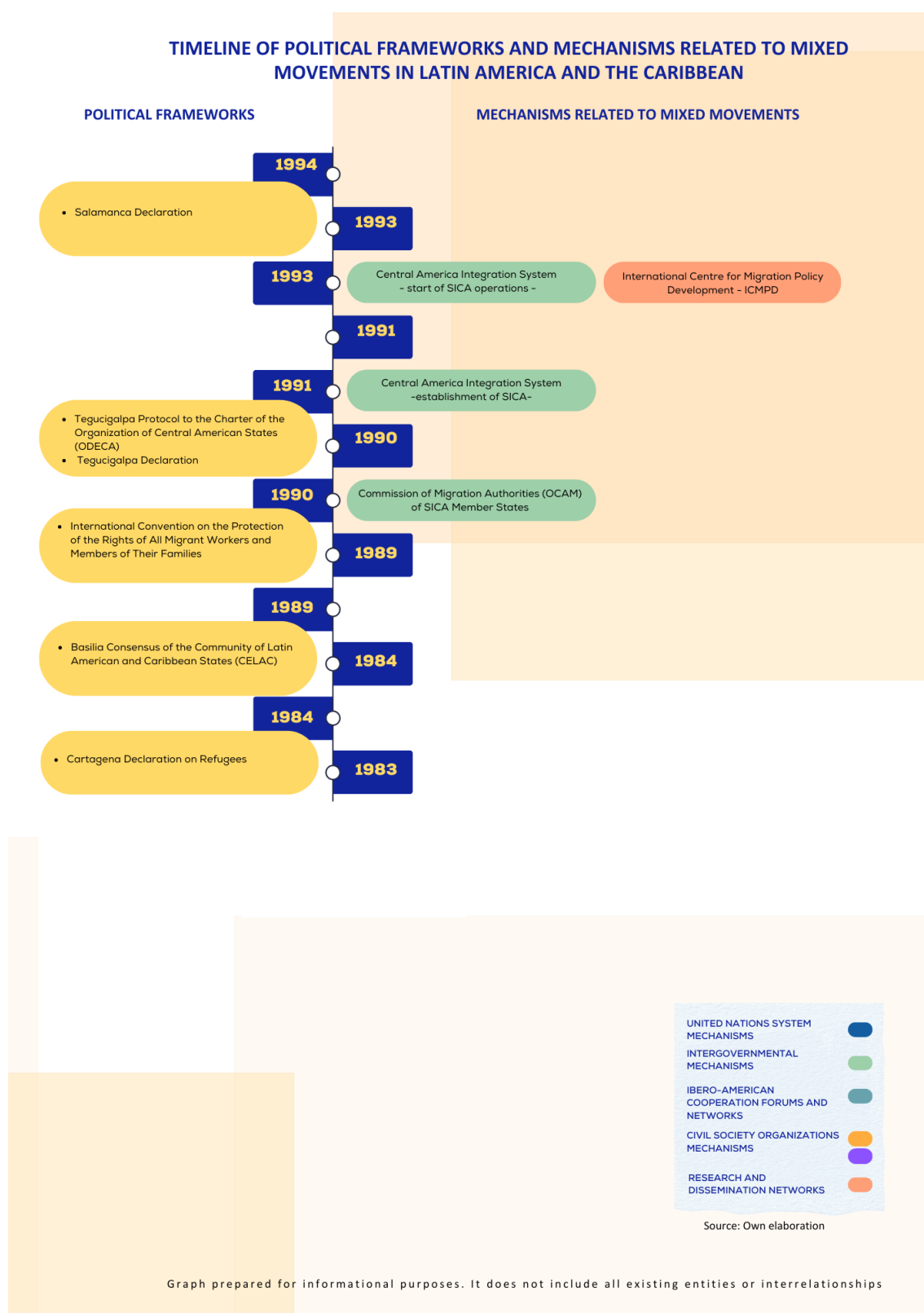
The study highlights the lack of a single hemispheric coordination system involving countries of origin, transit, destination, and return, which, coupled with the lack of homogeneity among countries, complicates regional analysis, visibility of the regional dimension of the problem, and the implementation of operational solutions such as the route-based approach. On a positive note, however, the adoption of the **Los Angeles Declaration on Migration and Protection**¹⁰ in 2022 marks a significant shift from previous ad hoc and sub-regional responses to the phenomenon, a shift towards recognizing the interconnectedness of mixed movements within the region, the need for collective action in managing migration and international protection of refugees, improving asylum systems, and emphasizing the importance of greater regional coordination to address evolving challenges.

¹⁰ Regional Meetings, Los Angeles Declaration on Migration and Protection, June 10, 2022. Available at: <https://www.refworld.org/es/pol/statements/rreg/2022/es/124133>

Figure 1. Timeline of political frameworks and mechanisms related to mixed movements for Latin America and the Caribbean







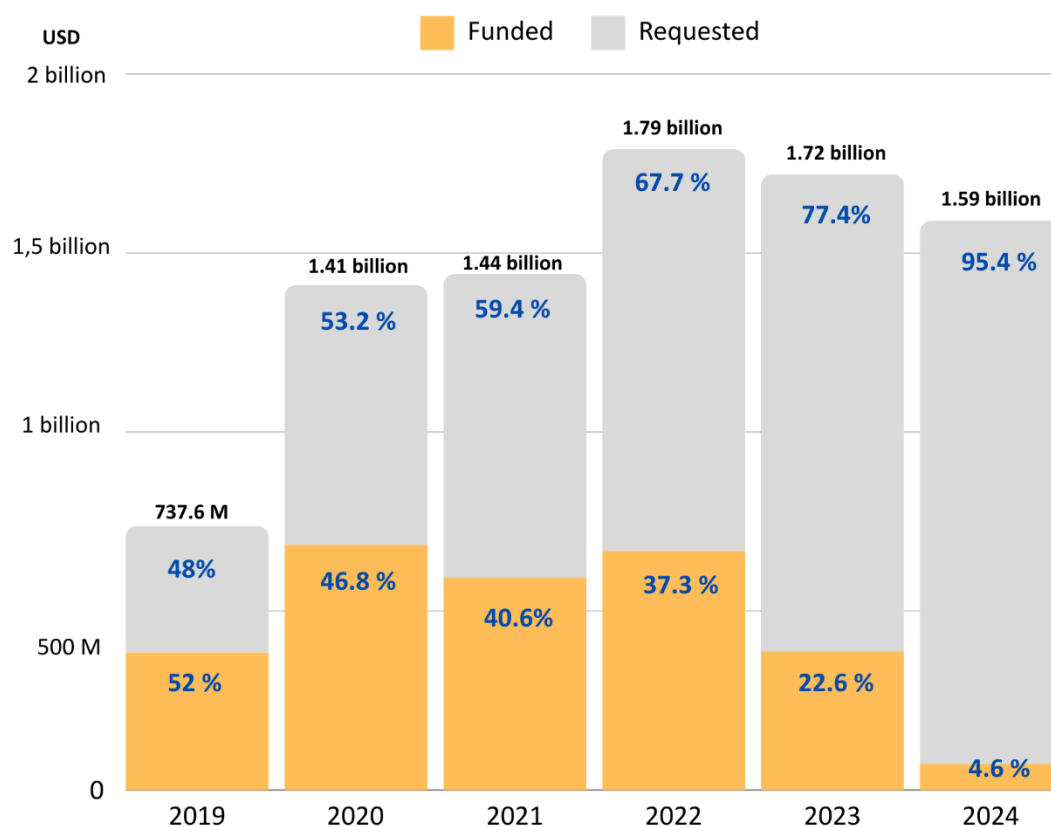
2.2.2. Evolution of funding

In response to the significant mixed movements occurring in the region, specifically since 2015 with the situation in Venezuela, the governments of the Americas and the Caribbean are tasked with managing changing mobility patterns. By the end of 2023, the continent hosted 23 million uprooted people, a record number representing a 25% increase from the previous year. Generally, the response of the governments in the region has been welcoming to the migrant, refugee, and displaced populations, although this varies considerably from one country to another. This difference is partly due to changes in migration and refugee protection policies since the early 2000s, which have tended to facilitate the arrival of people on the move, driven partly by opposition to authoritarian governments or organized crime, generating solidarity with the populations of these countries. Almost all countries in the region face migration and international refugee protection issues, highlighting the need to consolidate coordination and collaboration spaces in this area.

However, despite this situation, **the region is experiencing a funding reduction to address these challenges, with aid levels at historic lows.** In 2023, responses to funding needs decreased by 20% compared to the previous year. Based on figures provided by the RMRP since the creation of the R4V platform, there is an increase in fund requests on the one hand, and a decrease in obtained funds on the other. While in 2019, with the launch of the first RMRP, the appeal was funded at 54% (out of a request of \$737 million), in 2023, only was raised 22% of the requested funding (\$1.72 billion). The geopolitical context surrounding a crisis has a crucial impact on access to funding, and this crisis is no exception. Because the U.S. is the primary funder of this response, the upcoming presidential elections create some uncertainty about how the response to this crisis might evolve and its impact on the coordination mechanisms surrounding it.

In the analysis of funding for the response to mixed movements in the region, the **lack of a coordinated continental plan to respond to mixed movements of people in the region**, beyond those from Venezuela, is also alarming. Additionally, there is a lack of information to understand how funds are channeled and monitored, and how accountability is articulated.

Figure 2. Evolution of funding



Source: Own elaboration based on R4V data

3. OBJECTIVES, SCOPE AND METHODOLOGY

3.1. Objectives

The study stems from a joint initiative by DG-ECHO, AECID, and IOM, along with UNHCR and OCHA, and supported by the LAC RMD Coalition, IFRC, and UNDCO. The main objective of this proposal is to conduct a comprehensive review of regional inter-institutional coordination mechanisms in response to mixed movements in the LAC region, with a particular focus on REDLAC, R4V, and IBC-HM. The review aims to map the strengths and gaps of these mechanisms, formulate concrete recommendations to improve efficiency, avoid duplication, and strengthen identified positive practices. The specific objectives of the study are:

1. Map the existing inter-institutional coordination mechanisms at regional and national levels, including their mandates, geographic areas covered, target populations, leadership, membership, sectors addressed, and type of governance.
2. Assess the joint efficiency, complementarity, and interconnection of these mechanisms at the regional level by identifying gaps, challenges, duplications, and strengths of the inter-institutional coordination systems.
3. Analyze the relationships between these regional mechanisms and the national and regional government bodies of the host countries.
4. Identify the available information products for collaborative and effective needs analysis and response.
5. Analyze the coordination and information management demands of the involved stakeholders.
6. Develop feasible recommendations to adapt these mechanisms, improving joint efficiency, avoiding duplications, addressing identified gaps, and enhancing the positive aspects found in existing mechanisms.

3.2. Scope

The review consists of mapping and analyzing the regional inter-institutional coordination mechanisms involved in the response to mixed movements in LAC. This includes an in-depth analysis of the implementation of the regional coordination mechanisms' structure in LAC in terms of coordination, needs assessment, strategic planning, advocacy, fundraising strategies, information management, and response monitoring and outcomes. The response planning documents, such as the RMRP and HRP of the region and their subsequent revisions (2019-2023), humanitarian plans, and other joint strategies and plans developed in response to mixed movements in the region, were analyzed for this purpose.

While the study focuses on regional coordination, it also examines, complementarily, the relationship between regional and national coordination mechanisms in response to mixed movements. However, it is not an exhaustive review of each regional coordination mechanism existing in the region. The

information collected about national mechanisms is in more detail in the mapping report of this study.

3.3. Methodology

A mixed approach was adopted for this study, combining qualitative and quantitative methods to collect and analyze data, ensuring the robustness of the results, minimizing biases, and increasing the reliability of the conclusions, lessons learned, good practices, and final recommendations. The process and methodology of the study followed the evaluation criteria established by the Development Assistance Committee of the Organisation for Economic Co-operation and Development (DAC-OECD) in its standards and norms. The study was conducted in five stages, simultaneous in some cases:

- i. Preliminary analysis and preparatory report.
- ii. Detailed documentary review.
- iii. Mapping of existing regional and national inter-institutional coordination mechanisms and their relationships.
- iv. Data collection:
 - A. Semi-structured interviews
 - B. Focus groups
 - C. Electronic survey
- v. Analysis and synthesis phase.

Table 1. Cronograma

STAGES	FEBRUARY	MARCH	APRIL	MAY	JUNE
i. Preliminary analysis and preparatory report					
ii. Detailed document review					
iii. Mapping of regional and national inter-institutional coordination mechanisms					
iv. Data collection					
A. Interviews					
B. Focus groups					
C. Survey					
v. Analysis and synthesis phase					

Source: Own elaboration

Here is a detailed description of each stage:

i. Preliminary Analysis and Preparatory Report

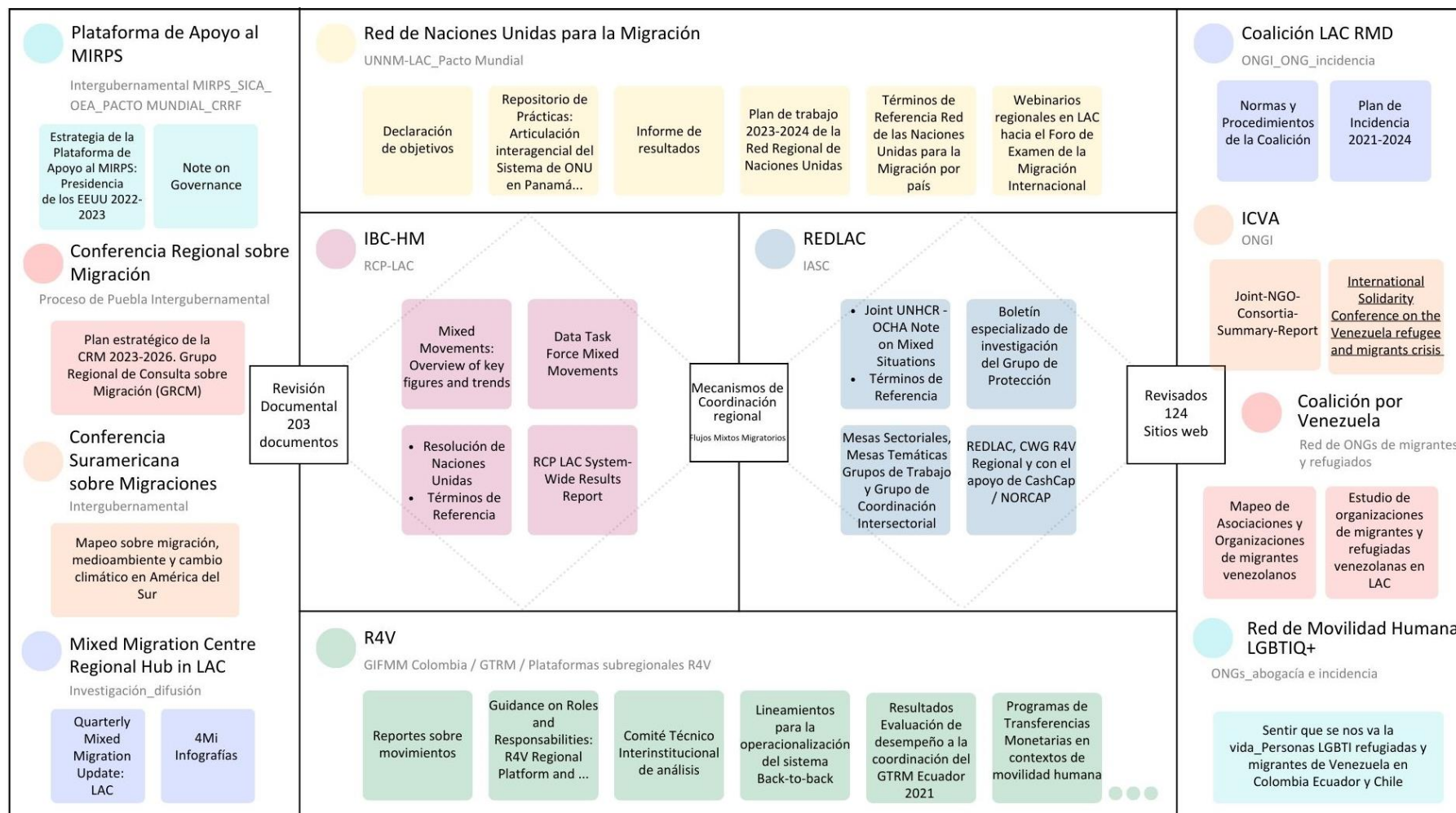
After an initial review of relevant documentation, an inception report was prepared, establishing the conceptual framework for the study. The report outlined the objectives, scope, research questions, methodology, data collection methods, and the work schedule. The inception report was shared with and approved by the Reference Group, serving as a guide for the study throughout its execution.

ii. Detail Document Revision

A comprehensive document review was conducted to identify the key contextual factors in which the regional coordination mechanisms and other national mechanisms operate and the extent to which they may have influenced the achievement of results. This allowed for the development of initial conclusions that would later be triangulated and validated through interviews with key informants and discussions in focus groups. This process created a reliable database for the systematic analysis of various coordination mechanisms at both regional and national levels.

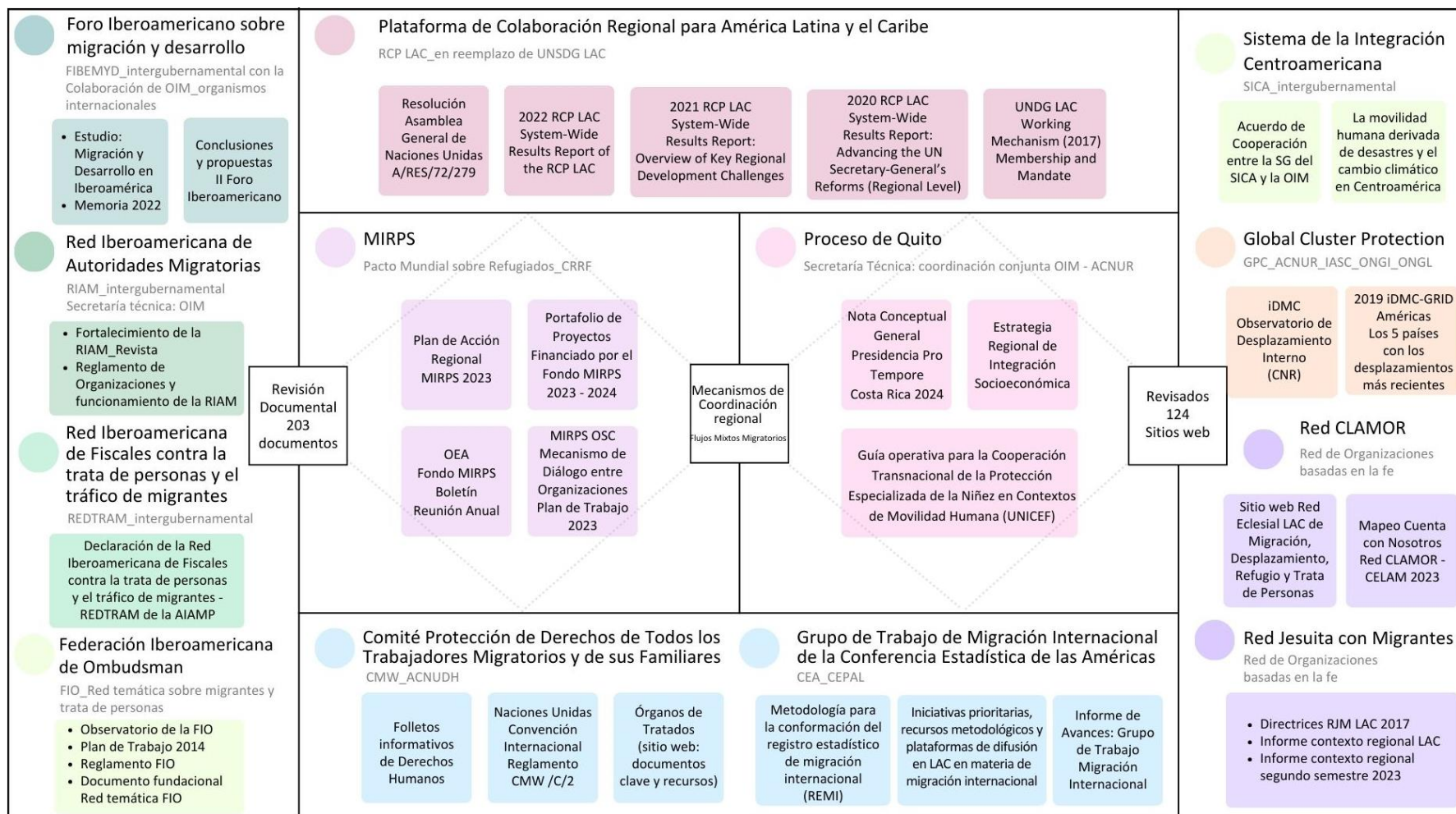
During this phase of the study, over 200 documents were reviewed (see Annex II), including response planning documents (RMRP and HRP), humanitarian plans, governance instruments of the mechanisms, minutes of strategic meetings, strategies developed by the coordination mechanisms to respond to mixed population movements between 2019 and 2023, as well as other documents provided by the Reference Group. The systematic analysis of documentary data was conducted using a matrix linked to the research questions (see research matrix included in the Inception Report).

Figure 3. Detailed document review (I)



Source: Own elaboration.

Figure 4. Detailed document review (II)



Source: Own elaboration.

iii. Mapping of Regional and National Inter-Institutional Coordination Mechanisms

A mapping exercise was conducted to identify, list, and analyze the existing regional and national inter-institutional coordination mechanisms (with particular attention on REDLAC, R4V, and IBC-HM) based on their typology and the following criteria:

- Purpose / Objective
- Mandate
- Functions
- Geographical Presence / Territoriality
- Member Organizations / Institutions (who they are, their level of participation, their interest, and influence)
- Profile of the Population(s) on the Move (refugees, asylum seekers, victims of trafficking, unaccompanied minors, and irregular migrants)
- Accountability Mechanism
- Management and Governance Mechanism (existence of a Secretariat and Executive Committee, working groups, etc.; government-driven, UN-driven, or shared)
- Meeting Frequency
- Funding
- Work Plan
- Coordination with Other Regional/National Mechanisms

The mapping also aimed to identify and list key contacts in each regional and national coordination mechanism and the key contacts of their members. Additionally, the mapping sought to identify, analyze, and document capacities, gaps, and opportunities to strengthen the coordination mechanisms.





The mapping process was highly consultative and participatory, involving the member organizations of the Reference Group of this study at various levels and throughout the entire process. The mapping was built and enriched during the different phases of the study. In the initial phase, the IECAH team, with the collaboration and support of the Reference Group, began to compile a list of actors involved in the coordination mechanisms (organizations, individuals, and governance structures - secretariats, etc.) or the main actors involved in responding to mixed movements in LAC countries. In this initial phase, the information provided by the organizations and agencies of the study's Reference Group was supplemented with an online search using search tools and keywords. In the second phase, the research team completed the mapping by defining the scope of each regional or national coordination mechanism as the document review progressed. Simultaneously, interviews with key informants and focus groups in the four countries visited during the study were used to complete the list of key actors.

iv. Data Collection: Interviews, Focus Groups, and Survey

The fieldwork was carried out with several objectives, including complementing and deepening the evidence generated by the detailed theoretical review of the coordination mechanisms; validating and enriching the information obtained so far; generating new information to confirm or refute preliminary conclusions; and discussing and validating possible recommendations and observations from the study. The fieldwork was divided into two activities: semi-structured interviews and focus groups. The information collected was recorded and systematized in matrices designed by the research team for further analysis and interpretation according to the questions outlined in the inception report.

- A. Semi-structured Interviews: The study began with preliminary interviews with the regional coordination mechanisms leaders and members of the Reference Group. The objective was to define the scope of the review and place it in a relevant context. Subsequently, interviews were conducted with key informants related to the regional and national coordination mechanisms responding to mixed movements, including government representatives, members of multilateral organizations (donor agencies, United Nations, etc.), international NGOs, and civil society organizations. Some interviews were conducted face-to-face in the countries where the focus groups were held, while the rest were virtual. A total of 47 interviews were conducted with the participation of 72 people, as detailed in Annex III.
- B. Focus Group: Seven focus groups were held, each consisting of 10-15 people (see details in Annex IV), to explore the different positions and interactions of the key actors regarding their relationship, connection, and involvement (or lack thereof) in coordination mechanisms at both national and regional levels. These focus groups provided an opportunity to share preliminary study findings and conclusions and discuss possible recommendations. Four were national and took place in Colombia, Ecuador, Honduras, and Panama. The selection of the countries was agreed upon with the Reference Group and was based on criteria of relevance to the study, geographical representativeness, and logistical feasibility. The remaining three focus groups were regional. The first was held in Panama and included the participation of entities from the study's Reference Group. The other two were conducted virtually. The first was with regional representatives from OCHA, UNHCR, IOM, and UNDCO, and the other was with several resident coordinators of the region.

Figure 5. Entities participating in national focus groups.

 <p>ECUADOR</p> <ul style="list-style-type: none"> • WFP • Norwegian Refugee Council • World Vision • HIAS • ADRA • Diálogo Diverso • Alas de Colibrí Foundation • JRS • RET Américas • Municipal Board of San José 	 <p>COLOMBIA</p> <ul style="list-style-type: none"> • UNICEF • IFRC • Action Against Hunger • HIAS • UNHCR • Colombian Red Cross • JRS • PADF • IOM • Heartland Alliance • UNODC 	 <p>HONDURAS</p> <ul style="list-style-type: none"> • Save the Children • UNICEF • UNHCR • IOM • OCHA • UNDP • WFP • HIAS • Honduran Red Cross • UNFPA 	 <p>PANAMA</p> <ul style="list-style-type: none"> • UNICEF • HIAS • IOM • Action Against Hunger • MSF • UNHCR • Global Brigades • OCHA • Norwegian Refugee Council
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Source: Own elaboration

C. Electronic Survey: An electronic survey was conducted to maximize participation and inclusion, particularly to reach stakeholders whose opinions and viewpoints could not be accessed through interviews. The survey also served to triangulate and validate the data collected during the other phases. During initial meetings with both the Management Group and the Reference Group, discussions focused on how to maximize the utility and reach of the proposed survey. In particular, emphasis was placed on the importance of reaching beyond the institutions directly involved in this study.

An electronic questionnaire was designed based on the research matrix, targeting different groups of respondents. Then, participating organizations and institutions were identified by the research team in collaboration with the Reference Group. The Reference Group also facilitated its dissemination. The proposed participants received invitations and guidance. A total of 266 responses were received, as detailed in Annex IV. Once responses were received, the research team analyzed and collated the data to perform analysis across countries and regions, types of organizations, and positions.

Below is a table summarizing the participation of representatives from various types of organizations in each of these tools:

Table 2. Participants in data collection tools by type of organization

TYPE OF ORGANIZATION	PEOPLE INTERVIEWED	PEOPLE PARTICIPATED IN FOCUS GROUPS	PEOPLE SURVEYED
United Nations	46	67	95
INGO	11	22	77
LNGO	5	7	55
Donors	6	2	17
Governments	0	0	2
Others	4	0	8
No data	0	0	12
Total	72	98	266

Source: Own elaboration

v. Analysis and Synthesis

The purpose of this final phase was to conduct an analytical exercise. It coherently gathered evidence from the data flow with the initial and detailed document review, interviews, focus groups, and the survey to logically and interrelatedly present the results, lessons learned, conclusions, and recommendations in response to the research questions. At the same time, it made it possible to identify and fill (as far as possible) some gaps in the research process.

3.3.1. Study management structure

The study had a management structure composed of two distinct groups consisting of representatives from various United Nations agencies and civil society organizations. The IECAH evaluation team maintained daily contact with both groups.

i. Management Group

The Management Group consisted of IOM, OCHA, and UNHCR members, who, along with IECAH, were responsible for supervising and supporting the IECAH research team in conducting the study. The Management Group met bi-weekly to monitor progress and make necessary decisions to ensure the study's objectives were met and to support logistical and administrative issues that arose along the way.

ii. Reference Group

The Reference Group consisted of the Management Group members and others, including DG-ECHO and AECID, UNDCO, HIAS, Save the Children (representing the

LAC-RMD Coalition), and IFRC. Their role was to provide strategic oversight of the study and support contacts, documentation, review, and feedback on deliverables¹¹.

iii. Study Team

The working team consisted of Francisco Rey Marcos (study director), Cristina de Nicolás, Elisa Barbado, Gloria Miranda, Maribel Piedra Moreno, Lucía Mateos, Camille Nussbaum, Gérard Gómez (advisor), and Andrés Felipe Gómez (general coordination)¹².

3.3.2. Limitations

The study faced several limitations. Firstly, the research team was forced to reduce the study duration from the initially planned seven months to four months. This limitation was addressed by combining several study phases, rather than following the sequential logic that would have required a more extended time investment. This adaptation impacted the reduction of time necessary to:

- Collect data (in-person and virtually)
- Process and exploit data
- Receive feedback from key stakeholders
- Validate conclusions and recommendations

Additionally, the lack of extra time for these processes affected the study's ability to refine the delivered products with greater detail and thoroughness.

Furthermore, the study faced some setbacks in timely accessing relevant information due to delays in the information provision by other actors, and difficulties in coordinating schedules and setting interview dates, among others. The chosen alternative to address this challenge was to extend the fieldwork and electronic survey phases by an additional three weeks. This allowed the research team to obtain important information that would not have been included in the study if the phases had been completed by the agreed dates. However, this further limited the time available to the team for processing, analyzing, and utilizing this new information.

Besides time limitations, the study also faced a limitation regarding contact with regional governments due to difficulty accessing focal point data. Therefore, the research team could not conduct interviews with government representatives, and their low participation in the survey prevented the creation of a separate and representative category for these actors.

¹¹ In the annexed ToR (Annex VI) the detailed functions of the Reference Group can be seen.

¹² The specific functions and CVs are in Annex V.

3.3.3. Ethical considerations

The research was conducted with integrity, professionalism, and respect for diversity. The study adopted a strict informed consent procedure and personal data protection to ensure the anonymity and confidentiality of the collected information.

Data protection was considered in the following areas: a collection of study material; treatment of the populations consulted; storage, security, and backup copies; archiving, conservation, and retention of data; verification of informed consent; and cultural responsiveness. Additionally, the ethical principles governing the relationship between the client and its providers were considered to ensure transparency and good governance of the process.

4. COORDINATION MECHANISMS

This section summarizes the mapping findings, which began in the early stages of the study and was completed with various sources of information such as interviews, surveys, working groups, and literature review. Here, the essential aspects of each mechanism and their relationships with others are summarized. This report is accompanied by a mapping document with additional and complementary information.

The mechanism analysis identifies key aspects within each one, which helps to understand their existence and variety. The analysis allows insight into the links established between them, to avoid duplications or increase their impact. In any case, this section provides a snapshot, while the evaluations will be detailed in the following sections of the report.

4.1. Mandate

The starting point in the analysis of each coordination mechanism for the response to mixed movements in the LAC region is their mandate or absence thereof.

In 2003, OCHA's regional office, along with other regional offices geographically located in the same area, decided to open a space for information and experience exchange for humanitarian crisis response in the region, replicating the IASC cluster model. Subsequently, sectoral working groups were created (Regional Education Group, Protection Group, etc.). Based on the goodwill of the member organizations, this structure lacks a mandate assigned from the political level of the United Nations System and a budget to carry out the coordination tasks it has assumed. Specifically concerning humanitarian situations related to displacement, there is no official framework or document that identifies the role that OCHA could play in situations of mixed movements. Since 2014, there has been a framework of understanding between OCHA and UNHCR regarding mixed settings, which clearly defines the role of the RC (supported by OCHA) and the UNHCR Representative in contexts where an internally displaced population and people in need of international protection (refugees and asylum seekers) coexist¹³.

In the absence of a framework of understanding between UNHCR and IOM when the situation in Venezuela pushed many people to other countries in the region, the coordination of the response was mainly based on the respective mandates of these two organizations. Due to the lack of mandate and thus operational capacity, REDLAC, and OCHA, based on the OCHA-UNHCR Joint Note on Coordination in Mixed Situations, were not included in the coordination map for the response to mixed movements resulting from the situation in Venezuela.

¹³ The OCHA-UNHCR Joint Note is mentioned to analyze the potential role of OCHA in responding to humanitarian crises linked to cross-border displacement. This note does not refer to mixed movements, understood as movements of migrants and refugees and/or asylum seekers.

In 2018, amid the impact of the Venezuelan situation on the countries in the region, the UN Secretary-General decided to task IOM and UNHCR with creating a single interagency system to coordinate the response to this humanitarian crisis, thereby consolidating the Interagency Coordination Platform for Refugees and Migrants from Venezuela, R4V.

According to the mandate analysis, it is worth highlighting the role of the IBC-HM in coordinating the response to mixed movements in the region. In 2020, as part of the UN System Reform, Resolution A/RES/72/279 established the Regional Collaboration Platform for Latin America and the Caribbean (RCP LAC), which brings together all UN development agencies working in the region to respond jointly to the 2030 Agenda for Sustainable Development. As part of this Reform, the role of RCs will be reinforced, supported by the UNDCO office. This platform is also supported by specific regional thematic coalitions, demand-driven and results-oriented, created to assist RCs and the UN System in responding to the needs and priorities of Member States in various thematic areas. The Thematic Coalition on Human Mobility is highlighted for this study due to its significant role in supporting RCs by providing information and analysis on the situation of mixed movements in the region. The IBC-HM is supported by several UN System agencies and is technically managed by staff from both IOM and UNHCR. In terms of the mandate, it should be noted that the thematic coalitions are designed as tools to respond to a contextual and temporary need, while the Regional Collaboration Platform and the UNDCO office have a structural and, it is hoped, permanent role.

4.2. Target Population

The organization's mandate also helps define its scope, for example, concerning its target population. As previously mentioned, OCHA's mandate in situations of mixed movements is limited to internally displaced persons due to armed conflicts or disasters and therefore was not entirely suitable for coordinating the type of response needed for the Venezuelan situation. However, in various contexts of the region, the vulnerability of the population to multi-hazard risks, as well as multiple impacts, is a reality. Therefore, the possibility of people on the move being affected, for example, by floods, results in a multiple structures coexistence responding to the same people in the same areas. On the one hand, there are the response teams derived from the IASC, such as HCT, or Humanitarian Networks, led by RCs or HCs and coordinated by OCHA. On the other hand, there are the GTRM in Ecuador and Peru, GIFMM in Colombia, and other national response platforms of the R4V. While in some countries, like Colombia with the back-to-back system, there has been progress in harmonizing the coexistence of coordination mechanisms, and there are memorandums of understanding between the different mechanisms that contribute to coordination, in other contexts this distinction of scopes is not fully and/or officially defined, leading to duplications and gaps.

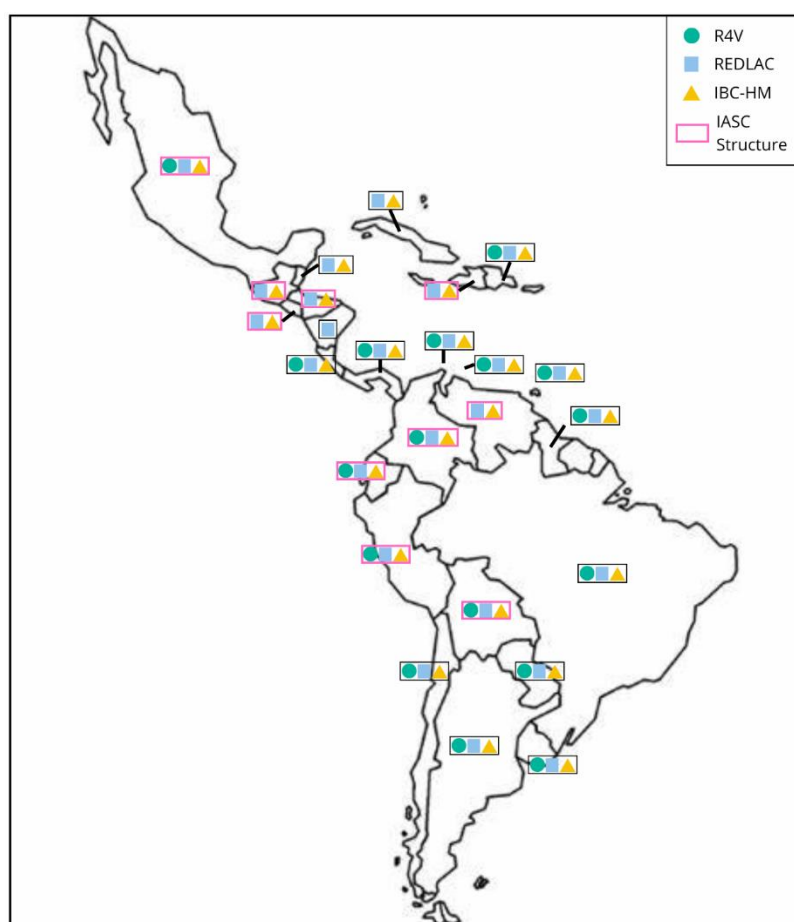
It is also important to highlight the impact that the evolution of the humanitarian and migratory context has on defining the target populations of the coordination mechanisms. Having already mentioned the case of REDLAC and OCHA, it is worth

remarkable the case of R4V, a platform created to serve refugees and migrants leaving Venezuela, which also serves other nationalities besides Venezuelans (e.g., Colombians or Guyanese). Since 2023, other nationalities in transit have been included in the RMRP of some countries such as Costa Rica, Panama, Colombia, Ecuador, and Peru, and, in 2024, Bolivia.

4.3. Geographical coverage

In terms of scope, geographical coverage can also be analyzed (see Figure 4). On the one hand, the IBC-HM, as a support tool for the UN System and its RCs, has a geographical reach covering the entire Latin America and Caribbean region. On the other hand, OCHA ROLAC supports countries without HCs with mandates. This is the case for all countries in the region except Colombia, Haiti, and Venezuela, which receive support from OCHA's national offices established in those countries. In the case of REDLAC, it is possible that its geographical coverage also includes those three countries; however, this could not be evidenced during the research. Lastly, although R4V's geographical scope is regional, the response structures known as platforms are much more developed and established in South America, leaving the Central American and Caribbean regions somewhat underserved in terms of geographical reach.

Figure 6. Geographical coverage of R4V, REDLAC, and IBC-HM



Source: Own elaboration

4.4. Function

Another analytical perspective used refers to the function of the coordination mechanisms under study. Broadly speaking, two functions can be distinguished: operational and political/strategic. Regarding R4V, this mechanism has a clear operational function. It has a planning mechanism, the RMRP, with sub-regional and national structures, called GTRM in Ecuador and Peru, GIFMM in Colombia, and R4V Platforms in other countries where they are present, and a sectoral organization at the regional level, replicated in the various sub-regional and national platforms. It should be noted that this mechanism also has a relevant political aspect through the figure of the Joint Special Representative and the Regional Directors of both agencies, as well as its role as an operational collaborator of the Quito Process, which, by its origin and governance, is a political coordination mechanism. The IBC-HM, on the other hand, has a somewhat hybrid function, as it is not an operational mechanism but is oriented towards analysis and information provision. However, its position in the hierarchical organization chart makes it a decision-making tool for the political-strategic function. In the case of REDLAC, its function is more challenging to label because, without an assigned budget, it cannot develop an operational function, and without a mandate, it cannot exercise a political-strategic function.

4.5. Governance

The next angle of analysis refers to the form of governance and, consequently, its degree of inclusivity. Although this latter aspect is developed from a more evaluative perspective in the findings section of this study, the mapping already shows some correlations between governance and inclusivity. The most evident case is that of **RCP** and IBC-HM, which, as structures of the United Nations System, are spaces where other organizations have little or no opportunity to participate and influence

The case of **REDLAC** is also clear, as it has detailed terms of reference and, lacking an assigned budget or political function, member participation is based on the willingness of each agency or organization. The platform is open to new members, provided they meet the following requirements: (i) have a humanitarian mandate, (ii) have a regional or sub-regional focus (with a presence in at least two of the three sub-regions – Caribbean, Central America, and South America – or a minimum of three countries in one of the sub-regions).

Finally, the governance style of R4V is based on shared leadership between the two mandated agencies at regional, sub-regional, and national levels. While there is a significant number of organizations at the operational level, including UN agencies, civil society, NGOs, and IFRC, these entities have little or no presence in the political-strategic decision-making spaces due to the mechanism's structure being based on a regional-sub-regional-national communication channel exclusive to IOM and UNHCR. The mechanism seeks to increase its level of inclusivity by committing to sectoral co-leaderships, which are not always easy for NGOs to assume, partly due to the lack of resources allocated to coordination and the lack of horizontality resulting from unequal power relations. In this regard, it is also

important to include in the mapping the Coalition of Civil Society Organizations for the Defense of the Rights of Refugees, Migrants, and Displaced Persons in Latin America and the Caribbean (LAC-RMD Coalition), created in 2020 to maximize the impact of civil society's political advocacy in coordination and response to the situation in Venezuela and its impact on the region.

While the mapping exercise took as its starting point the three coordination mechanisms included in the study's Terms of Reference, namely **REDLAC, IBC-HM, and R4V**, other mechanisms were identified during the research. These include, for example, the Regional Network and its respective national networks of the United Nations on Migration, created to follow up on the implementation of the Global Compact for Migration. Although civil society, academia, and the private sector can be invited to participate in meetings, these platforms are primarily structures of the United Nations.

The mapping also identified national response mechanisms for mixed movements in the region that do not descend, at least not with a clear hierarchical line, from any of the three main mechanisms under study, such as REDLAC, IBC-HM, and R4V. This is the case, for example, of the Human Mobility Group of Panama and others cited in the mapping

Finally, the mapping also identified the existing coordination mechanisms in the region at a political level and led by States in matters of migration and displacement in general, created as a response to the mixed movements crisis resulting from the situation in Venezuela. The **Quito Process** specifically emerged to respond to that situation, but for decades, a wide range of declarations, platforms, structures, and mechanisms have been launched to promote coordination on population movements. Since 1996, the Regional Conference on Migration (RCM), also known as the Puebla Process, has existed, where mainly Central and North American countries participate, discussing migration issues and aiming to achieve regional coordination improvements based on a strategic plan (currently 2023-26). Although some South American countries are observers before the RCM, in 2000, the South American Conference on Migration (SACM), or Lima Process was created to achieve a regional migration policy.

Also noteworthy is the creation of migration coordination spaces within other intergovernmental mechanisms, such as the Central American Commission of Migration Directors (OCAM), created in 1990 and incorporated into the Central American Integration System (SICA) in 1991. This was also the case in 2003 with the creation of the Specialized Migration Forum of Mercosur (FEM) to analyze the impact of migration and develop projects of norms and migration agreements affecting the countries of the bloc. To support the coordination and exchange of best practices beyond the Americas, other spaces have also been created, such as the Ibero-American Forum on Migration and Development in 2008 and the Ibero-American Network of Migration Authorities (RIAM) in 2012. The willingness for intergovernmental coordination in the region is evident, with the creation of coordination spaces to fulfill global commitments in this area. This is the case of the Comprehensive Regional Protection and Solutions Framework (MIRPS), created in

2017 following the San Pedro Sula Declaration, where several Central American countries, along with Mexico, coordinate the implementation of the Comprehensive Refugee Response Framework (CRRF). In terms of refugee protection, the adoption of the 1984 Cartagena Declaration on Refugees and subsequent advances should also be mentioned.

Several of these governmental mechanisms receive technical and ongoing support from some UN agencies, particularly the two main agencies with a human mobility mandate, UNHCR and IOM. UNHCR supports MIRPS through a technical secretariat, and IOM provides a technical secretariat or similar support to RIAM, CRM, CSM, the Ibero-American Forum on Migration and Development, and OCAM. Finally, both organizations provide technical support to political entities such as the Quito Process.

The following table summarizes this information:

Table 3. Summary of Characteristics of Major Regional Coordination Mechanisms and Structures

Mechanisms	Mandate	Target population	Geographic coverage	Function	Governance style		Normative Framework
					Membership	Leadership	
REDLAC	No	People affected by humanitarian crises	LAC	Experience exchange	OCHA, UN agencies and NGOs	OCHA Co-leadership in sectoral groups	Inspired by IASC, created in 1991 by UN General Assembly Resolution 46/182
R4V	UNSG	Venezuelans, other nationalities in transit	17 countries	Operational	UNHCR, IOM, UN agencies, INGOs, CSOs	UNHCR and IOM	New York Declaration for Refugees and Migrants (2016); Global Compact for Safe, Orderly and Regular Migration (2018); Global Compact on Refugees (2018)
IBC-HM	UN Reform	People on the move	LAC	Information management	UN System	UNHCR, IOM and ECLAC	A/RES/72/279 Resolution
Quito Process	Yes	People on the move	11 countries	Policy	Governments. Technical support from IOM and UNHCR	States	Quito Declaration on Human Mobility of Venezuelan Citizens in the Region
UN Network on Migration	Yes	Migrants	LAC	Policy	UN System	ION and ECLAC	Global Compact for Safe, Orderly and Regular Migration
MIRPS		People on the move	7 countries	Policy	Government. Technical Secretariat: UNHCR	States	Comprehensive Regional Protection and Solutions Framework
LAC-RMD Coalition	No	People on the move	LAC	Advocacy	INGOs	Plan Internacional, Save the Children, Oxfam, NRC, World Vision	High-Level Meeting with Civil Society in Solidarity with Venezuelan Refugees and Migrants CRM, MIRPS

Source: Own elaboration

4.6. Division on the work structure of coordination mechanisms

Part of the analysis of the coordination mechanisms also focused on their internal structure and tasks division. The complementary mapping document to the study describes these structures (sectoral and thematic groups) for the REDLAC, R4V, and IBC-HM mechanisms.

Through data collection and analysis, some interactions between these groups are outlined, leading to findings and conclusions that will be developed in subsequent sections of this document.

The exercise shows some established relationships between the sectoral groups of the different coordination mechanisms. In some cases, different groups are created but work on similar themes, such as the Protection sector, or sectors that have preferred to use a single group, as is the case with the Education sector. Regarding the latter, it is notable that the members of the first existing group (REDLAC) decided not to create a new group under R4V, avoiding, in their view, a duplication of discussion forums. Thus, members of the REDLAC sectoral group participate through their leader and co-leader in R4V meetings related to the education sector, without creating a new group. Taking the first sector as an example, the Protection sector, it is observed that there are two separate groups (REDLAC and R4V). Although their leader, UNHCR, is the same in both groups, this is not the case for the co-leader. HIAS is currently the co-leader of the REDLAC Protection group while NRC is the co-leader of the R4V Protection group.

The analysis also highlights the case of the thematic group on Cash and Voucher Assistance (CVA). While there is a thematic table under REDLAC, a transversal working group on cash transfer programs is created under R4V. To avoid duplications, and thanks in part to coordination funding for this theme via NorCap/CashCap, a considerable advocacy effort is identified for the creation of a single group on this theme. Currently, the R4V transversal CVA working group does not have organizations interested in taking the leadership and co-leadership of this group, according to the study. This is due, on the one hand, to the lack of sufficient funding dedicated to coordination and, on the other, because the geographical coverage of R4V is considered inferior to the geographical coverage of the various organizations working in CVA, making it inefficient to invest efforts in coordinating a structure that does not reflect the full geographical scope of its member organizations.

5. FINDINGS

Although the Terms of Reference (ToR) for the study make it clear that this is not a conventional evaluation, they propose a value dimension that suggests a series of issues to be examined and include the use of some of the classic DAC evaluation criteria. The key questions and sub-questions included in the Inception Report were developed by crossing both elements: key issues and criteria. Therefore, this findings section is developed considering these issues, criteria, and key questions, grouping them into thematic blocks for easier understanding.

Figure 7. Summary of criteria and key issues to be addressed by the study

Evaluation criteria	Review issues	Key Questions: Focused on R4V, REDLAC and IBC-HM
<ul style="list-style-type: none"> • Relevance • External coherence about complementarity /duplication • Effectiveness • Impact • Sustainability 	<ul style="list-style-type: none"> • Inclusiveness • Scope of mandate • Articulation at both regional and national levels • Good practices • Aspects to strengthen or suppress • Limitations • Strategix and operational coordination • Financing and sustainability • Complementarity and support with the state response 	<ul style="list-style-type: none"> • Relevance of the mechanisms • Results - added value • Positive and negative impacts • Inclusiveness - participation • Facilitating factors • Collaboration with other agencies • Elements to maintain or transform • Medium – long-term commitments

Source: Own elaboration.

Findings are considered those based on evidence, both quantitative (exploitation of data from reliable sources and some elements of the survey) and qualitative, derived from the tools used in the research (interviews, focus groups, and exploitation of survey results). Throughout the research process, recurring issues have emerged, which have been used to guide the structure of the findings presented below. Each finding has been numbered to refer to them in the conclusions and recommendations to improve their traceability.

5.1. Findings related to context

In another section, some key elements related to changes in mixed movements in the region and their implications for the work of involved agencies have been summarized. Both the interviews and focus groups began addressing this topic, gathering the participants' perspectives. Below are the points cited by the vast majority of participants and those that generated consensus in the focus groups:

1. **There is a collective recognition of the great complexity of the reality of mixed movements in Latin America and the Caribbean, due to significant changes in the dynamics of flows and other situations.**

The dramatic magnitude of mixed movements is caused by prolonged crises in several countries in the region, which overlap and reinforce each other. Driven by violence, economic difficulties, insecurity, inequality, human rights violations, and even the consequences of climate change, increasingly more populations are forced to leave their homes in search of protection and well-being or the opportunity to support themselves and their families. The lack of viable options in some host countries drives many people to seek a more stable future. **Flows within and between host countries in the region grew in 2023, as did mixed movements northward, towards the United States.**

These are some of the dynamics of mixed movements that characterized the beginning of 2024:

- **The continuation of mixed movements from Venezuela and other countries, mainly northward**, driven primarily by experiences in host countries—including discrimination and xenophobia—and the perception of greater opportunities in the United States. Additionally, according to focus groups, there is growing concern about the increasing pressure on public resources in host and transit countries, where local populations claim that the influx is straining already fragile labor markets and limited resources, limiting the prospects for integrating Venezuelan refugees and migrants.
- **The increase in the departure of Ecuadorians**, with crime and insecurity as the main driving factors, along with other socioeconomic and political issues.
- **The continued mobility of refugees and migrants from Central America through Mexico to the southern U.S. border.** At the same time, Mexico continues its strategy of containing or relocating migrants and refugees within its territory to prevent them from crossing into the U.S.
- **The continued departure of Haitians** both to the Dominican Republic and throughout the region.
- **The increase in extracontinental mixed movements**, especially from Asia (particularly China). With the tightening of migration policies in the EU, some

migrants and refugees have turned to Latin America and the Caribbean for protection and assistance. Until mid-2019, several South American countries, such as Ecuador, Brazil, and Guyana, had minimal visa restrictions, allowing people from Asia and Africa to enter legally and stay for ninety days.

- **The increase in people crossing the Darién**, including accompanied and unaccompanied children and adolescents, as previously mentioned.
- The existence of **alternative routes through San Andrés or Providencia**, two Caribbean islands belonging to Colombia, geographically close to Nicaragua, where refugees and migrants avoid the Darién jungle route. These are known as "VIP routes" because higher amounts must be paid to access them; however, people using these routes still face various risks.
- **The apparent deliberate use by Nicaragua of mixed movements as a means of amplifying the impact of migration and displacement to the U.S.**, frustrating authorities' efforts to control migration and displacement at its southern border and maritime access points. Currently, Nicaragua is the only Central American country that does not require a visa for nationals from several Caribbean, African, and Asian countries. Hence, it is used as a starting point for those intending to reach the U.S. by land.
- **The worsening of the border control crisis in the U.S.** Texas authorities have pushed a state law allowing state security forces to detain irregular migrants for "invading" the state, with a possible twenty-year prison sentence if convicted. Arizona has followed suit with a bill known as the "Arizona Invasion Act," which similarly aims to criminalize the entry of undocumented individuals into the state. Meanwhile, the growing number of migrants and refugees seeking to enter the U.S. through its border with Mexico has become a significant issue in the 2024 presidential campaign. This situation has also had repercussions in other countries in the region, where the implications for response actors and the coordination of efforts have become critical. The accusation of promoting the 'invasion' of migrants and refugees has put organizations in the spotlight, hindering coordinated action and facilitating the use of migration and refugees as elements in political campaigns.

The risks faced by people on these routes are variable and can be severe, in addition to adverse weather conditions such as heavy rains and swampy terrain. Protection risks are particularly concerning, with variations in vulnerability and differences in routes. Generally, people are exposed to trafficking and smuggling, gender-based violence, sexual violence, child sexual exploitation, arbitrary detentions, physical and emotional violence, extortion and bribery, recruitment by armed groups and criminal networks, including forced recruitment of minors, and ultimately, disappearances and loss of life.

2. Beyond circumstantial aspects, there is a consensus that the reality of mixed movements in the region will remain complex for a long time, generating situations of human suffering and threats to the rights of affected populations in the future.

While many factors drive these recent trends in human mobility, there are at least five key factors that help explain the changes and why mixed movements will continue in the coming years. These are:

- **The economic impact of the pandemic.** Although Latin American economies showed signs of recovery from the COVID-19 pandemic in 2021, this recovery has stalled since then, and along with the end of movement restrictions, migration and displacement have continued and increased.
- **Insecurity.** Violence in Latin America remains a deeply entrenched widespread problem. Latin America and the Caribbean have been plagued by gang violence for decades, but many countries in the region face new waves of deadly criminal activity, causing social crises¹⁴. The regional homicide rate has increased by an average of 3.7% annually over the past decade, more than three times the population growth rate of 1.1%¹⁵.
- **Climate change and natural disasters.** Droughts and hurricanes are significant drivers of migration and displacement from northern Central America, and crop shortages in this and other areas of the region will make migration and displacement patterns even more unpredictable.
- **The acceleration of humanitarian and political crises.** Haiti faces a catastrophic combination of overlapping crises that are complex to solve. Mexico continues to struggle with cartel violence affecting vast areas of the country. The governments of Colombia, Ecuador, and Peru, among others, are in different stages of political crisis. The situation in Cuba and Nicaragua also presents a significant challenge, with thousands of Nicaraguans fleeing to neighboring countries like Costa Rica and Honduras due to political repression and insecurity, and Cubans seeking refuge in various countries in the Americas. It is unlikely that any of these scenarios will be easily resolved, and if they worsen, each could trigger even more **mixed movements**.
- **The Darién route remains attractive to some people.** The passage through the Darién jungle has also changed the trends of mixed movements, as governments have prevented people on the move from accessing land and maritime routes. The journey remains challenging, with nonexistent laws, criminal and cartel activity, complicated weather conditions, where rape and robbery are common,

¹⁴ ICG, 2023, Latin America Struggles Against a New Wave of Criminality, May 12, 2023, available at: <https://www.crisisgroup.org/sites/default/files/2023-05/wl-latam-spring-2023.pdf>

¹⁵ Igarapé Institute, 2018, Citizen security in Latin America: Facts and Figures. Available at: <https://igarape.org.br/wp-content/uploads/2018/04/Citizen-Security-in-Latin-America-Facts-and-Figures.pdf>

and no access to health services—remote area. Despite these risks, the number of people crossing it remains significant.

3. There are elements of the international geopolitical reality that may pose a threat to the future.

International attention to LAC and the consequences of human mobility have diminished due to the number of international crises and competition for global attention and resources. As humanitarian needs grow worldwide, crises resulting in mixed movements like those experienced in LAC lose attention. The world has entered a period of increasing volatility, characterized, among other variables, by systemic rivalry between the world's major powers, greater state fragility, an increasing number of violent conflicts, the use of energy as a weapon, and growing food insecurity. The following specific elements are worth highlighting:

- **Electoral processes** in countries like Panama, the U.S., Mexico, Venezuela, the Dominican Republic, and others: 2024 is an important election year, and human mobility is a central issue in many of them. Given widespread electoral dissatisfaction with high levels of irregular migration and asylum requests, incumbent governments and parliamentary majorities will likely seek to demonstrate their ability to develop and implement policies addressing human mobility restrictively, reducing the number of irregular arrivals to their countries.

The multiple changes in government and various ways of politically relating to Venezuela between 2018 and 2024: the departure of Venezuelan refugees and migrants has been the largest displacement crisis **in the region** so far. Despite this, it has decreased in political importance in the region and globally. This political priority has been declining on the political priority list. On the one hand, there is a sense that this is the new normal for the region and that host countries in Latin America and the Caribbean must continue managing the influx of millions of people from Venezuela as best they can. On the other hand, it seems that countries in the region—especially those bordering the country—are willing to continue the debate on the best way to address migration and displacement, but removing the political focus on Venezuela from the center of the migration and refugee protection debate.

- **The worsening situation in Haiti:** In April 2024, various organizations called attention to the deteriorating humanitarian situation and protection crisis of the Haitian population following the siege of its capital. The increase in violence since the beginning of the year has reached unprecedented levels, causing a deterioration in food security and widespread displacement. For most of the population, the prospect of regular migration remains an insurmountable obstacle, leaving irregular migration as their only option. Although many of these people need international protection, they are deported to Haiti by neighboring countries and others in the region, and it is more than likely that they will continue fleeing as the political, social, and economic crisis persists. In the recent presidential elections in the Dominican Republic, Luis Abinader was re-

elected as president. During his campaign, he adopted a tough stance against Haitian migration.

- The current **security crisis will push the Ecuadorian population** and many of its immigrant population to seek safer places to live: Ecuador has long been perceived as a relatively peaceful country, offering protection to displaced Colombian populations for years and later to Venezuelan populations. However, in recent years, insecurity has increased to the point of declaring a state of emergency and an internal armed conflict at the end of 2023 and the beginning of 2024. The current crisis in Ecuador could have significant consequences for human mobility trends, including the possibility that the established Venezuelan—and perhaps Colombian—population in Ecuador might leave the country; an accelerated departure of the Ecuadorian population (migrants and refugees) heading to the U.S. through the Darién; and the pressure this will exert on Ecuador's neighboring countries, which will need to be prepared for a humanitarian response.

5.2. Findings Related to Awareness, Presence, and Typology of Coordination Mechanisms

As indicated in the ToR, the study explored the level of awareness of the various mechanisms, both those prioritized in the ToR (R4V, REDLAC, IBC-HM) and others. Initiatives addressing coordination have been created in the region to respond to different purposes, resulting in an overall incoherent landscape. Additionally, the level of awareness about these mechanisms varies greatly. It is emphasized again that observing the knowledge, presence, and typology of coordination mechanisms is not intended to compare or measure these mechanisms with the same criteria. Instead, this exercise aims to provide a more comprehensive overview to support the conclusions and recommendations presented at the end of this document.

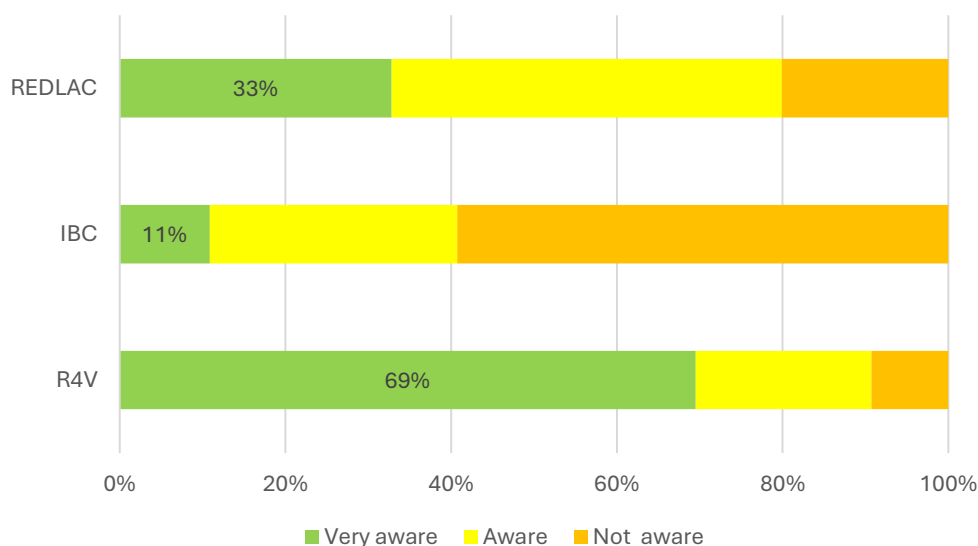
4. There are various coordination mechanisms in the region with very different objectives and scopes. Awareness of the coordination mechanisms related to mixed population movements is uneven and partial among study participants.

The existence of very different initiatives is a fact, which creates some confusion about their mandates and scopes. Throughout the study, the diversity of approaches and, in some cases, confusion about the scope of political declarations such as those from Los Angeles or Palenque concerning practical aspects of coordination and operational mechanisms, has been evident.

Of the three priority mechanisms of the study, Figure 8 shows that, according to survey results, **R4V is the most well-known**, while IBC-HM is the least known. The specificity of R4V's work and its scale since its creation in 2018 makes it the most recognized coordination mechanism in the region. According to the survey, a high percentage of people expressed knowing REDLAC very well or having some knowledge about it. However, as expected due to its role not being exclusively

focused on the response to mixed movements, most focus group participants did not identify REDLAC as one of the mechanisms directly involved in this response.

Figure 8. Awareness of regional coordination mechanisms



Source: Own elaboration con datos de la encuesta

The survey reveals that awareness of each mechanism varies depending on the type of organization to which the respondents are affiliated. There are some notable elements (detailed in Annex IV). For example, R4V is significantly more known among individuals from United Nations agencies and donors and less known among local NGOs. In the case of REDLAC, although it is less known than R4V, it has similar levels of awareness among different actors, mainly United Nations agencies, international NGOs, and donors. Lastly, IBC-HM, as expected due to its role and nature, is less known by NGOs, although it is notable that only 18% of individuals affiliated with United Nations agencies are aware of it.

5. The presence and implementation of mechanisms with a regional focus are very uneven, both territorially and in terms of their importance concerning mixed movements.

As analyzed in the mapping exercise and the previous sections of this report, initiatives with coordination elements are numerous and have mainly responded to political approaches seeking some degree of harmonization of responses from governments or regional and subregional organizations. At a more operational level, only R4V and, to a lesser extent, MIRPS in some Central American countries, and REDLAC with complementary functions, have contributed to coordination. Some evidence confirmed by the study includes:

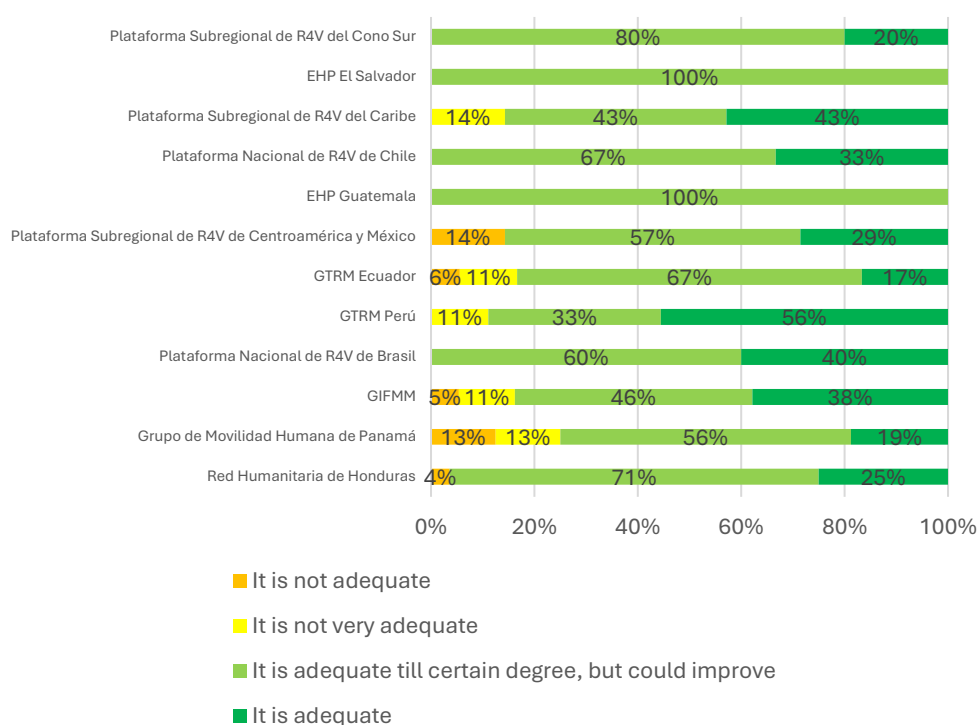
The presence of **R4V** is uneven, being significant in **South America** but scarce in Central America, Mexico, and the Caribbean. **REDLAC** has a limited role and lacks specificity and mandate for mixed movements. **IBC-HM** is less known and used in a

very limited and almost exclusive way as an **information mechanism for UN RCs**, providing only a certain strategic vision. **Additionally, there is no operational mechanism covering the entire Latin America and the Caribbean (LAC) region.** At a strategic level, although still very focused on information management, only IBC-HM has a presence in all countries.

The role of other subregional and regional mechanisms is sometimes relevant and complementary. As analyzed in the corresponding section and the mapping, other mechanisms have some relevance. (All graphs and diagrams on the territorial distribution of the mechanisms can be consulted in the attached mapping).

Through the survey, the extent to which each mechanism adapts to the specific challenges of each subregion or country was examined.

Figure 9. Adequacy level of national/subregional mechanism to address specific challenges and needs of mixed movements



Source: Own elaboration with survey data

In general, there is a very positive opinion about the adequacy of the mechanisms, in line with the previous finding. It is evident that, for the most part, the national/subregional mechanisms are rated as somewhat adequate but could improve. It is worth noting that, in some cases, the representativeness of the responses for each mechanism may be low. However, in general terms, it is observed that both the national/subregional platforms of R4V and other mechanisms, including HCT and other humanitarian coordination groups and networks, are well regarded in the region.

6. At the national level, coordination spaces for mixed movements are very varied, and there is no single model or even a certain homogeneity. The role of different organizations participating in national coordination is also very diverse.

The creation of R4V was a significant effort to establish national coordination mechanisms with common characteristics adapted to the specific realities of each country. Despite this objective, the Refugee and Migrant Working Groups (GTRM) or national platforms of R4V do not follow a uniform model and have had to adjust to the individual contexts of each nation. For example, in Colombia, there is the Interagency Group on Mixed Migratory Flows (GIFMM), while in other countries, national platforms have been established with some variations or human mobility groups. This diversity in structures can, in certain cases, generate complexities, as observed in Panama, where both the national R4V platform and the Human Mobility Group coexist, making coordination difficult.

A crucial aspect of national coordination is the role played by RCs. They are the only individuals with a proper coordination role in all countries, although their participation in R4V varies considerably between countries. The limited participation of RCs in some contexts has negatively impacted their coordination capacity. It is essential to understand that IOM and UNHCR do not always play a coordination role comparable to that of the RCs, and their function cannot replace the role of the RCs. Notably, under the UN Resident Coordinator System and Development Accountability Framework, RCs have a humanitarian coordination mandate even without a designation as Humanitarian Coordinators. This is relevant due to the particularities of each country, allowing RCs to ensure effective coordination tailored to the specific needs of each context.

Although agencies like WFP, UNICEF, and civil society organizations have participated strongly, their effectiveness in national coordination and communication with regional structures depends on the effective leadership and coordination of the RCs. The participation of INGOs and networks like LAC RMD or National Red Cross Societies is notable, but the presence of local NGOs and civil society organizations is scarce, limiting local inclusion and representativeness in coordination mechanisms.

In some cases, these mechanisms have fostered significant relationships with governments, even at the local level, with varying depths. The examples of the GTRMs in Peru and Ecuador are particularly significant in this regard, showing how effective collaboration can improve response and coordination on the ground. In Colombia, the GIFMM has achieved notable coordination with the national government, especially through Border Management, facilitating the creation of income-generating and concrete reintegration programs.

In summary, although the R4V structure has allowed for some adaptability and response to national realities, the diversity in mechanisms and the varied participation of RCs present significant challenges. The lack of uniformity and

coherent coordination at the national and regional levels underscores the need to strengthen local participation and improve the integration of various actors to ensure a more effective and holistic response.

7. The current reality shows that the coordination carried out by the mechanisms covers various levels (strategic, operational, regional, national, sectoral diversity, humanitarian – integration, and development, with an emphasis on the Venezuelan population or general), but no mechanism addresses them all comprehensively.

One finding of the study is that, when discussing coordination, it refers to very different aspects and levels, from information exchange, joint planning, decision-making, and coordinated activities. In the case of R4V and REDLAC, the operational dimension is dominant, although there may be more strategic planning elements. The process of developing the RMRP and the various tools implemented have, of course, strategic elements.

The analyzed mechanisms approach coordination from very different perspectives, some more operational with certain permanence (R4V), others operational on an as-needed basis (REDLAC), or with a certain strategic intent (IBC-HM).

Regarding the target population, R4V originated and focuses on the refugee and migrant population from Venezuela, while IBC-HM and REDLAC do not focus on a single population.

Since its creation, REDLAC has focused on humanitarian preparedness and response, while R4V has a broader vision regarding integration; and IBC-HM, by mandate, focuses on development aspects. Within this framework, both REDLAC and R4V focus on sectoral and cross-cutting aspects and consider protection as a central axis. In the case of IBC-HM, the will and vision are more strategic and general, although so far, it has only been reflected in information management issues that can help carry forward that vision at the regional and national levels.

Clear analyses cannot be conducted regarding the participation of agencies and organizations, especially in decision-making, due to the variability in the levels and types of participation, ranging from mere technical assistance to involvement in strategic processes. It is important to emphasize again that these significant differences between the three analyzed mechanisms make comparison difficult, but reflecting on them opens the opportunity to identify complementarities, as well as to explore the lack of coherence in coordination approaches.

5.3. Findings related to the relevance of the mechanisms

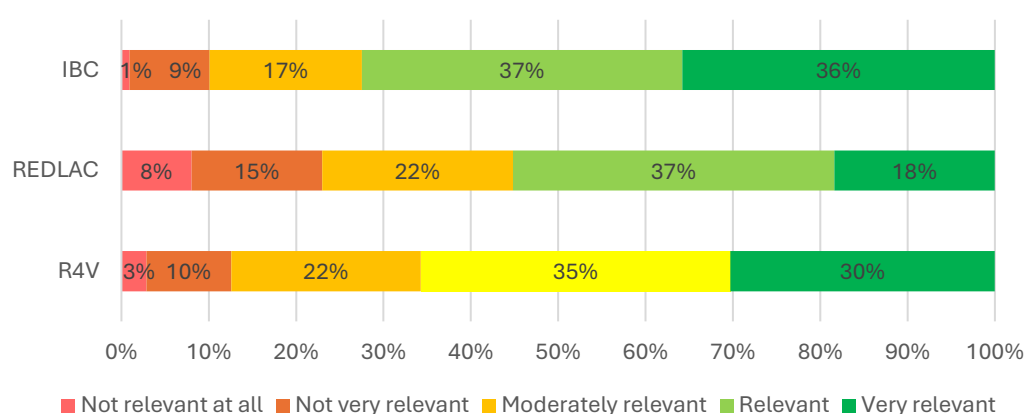
The relevance of the coordination mechanisms has been analyzed from various perspectives: looking into the past to determine if they were relevant at their inception by responding to needs or demands to improve the response to mixed movements, and questioning whether this relevance remains today, if there has been the ability to adapt to contextual changes, and if they should be maintained in the future.

8. There is unanimity that it is necessary to have coordination mechanisms in the region and to address a joint response. In principle, there is general agreement that, since their inception, the three mechanisms have been relevant.

In a complex and frequently changing scenario, there is common agreement on the need for coordination to better respond to the needs and rights of migrants and refugees. Although the necessity of a global vision for addressing mixed movements has been discussed, the current mechanisms do not incorporate a route-based approach that ensures a coordinated and effective response at each stage of the migratory journey.

There is a high degree of consensus on the high relevance of the mechanisms, both retrospectively analyzed and looking toward the future. The following graph with survey results reinforces this idea.

Figure 10. Relevance of regional coordination mechanisms



Source: Own elaboration with data survey

There is a positive evaluation of the creation of R4V as a mechanism specifically designed for the coordination of the response to Venezuelan refugees and migrants. In this case, 65% of survey respondents consider it to be a relevant (35%) or very relevant (30%) mechanism.

While considerations about the relevance of R4V and evaluations of the UN Secretary General's decision to launch it continue to elicit diverse opinions, there is general agreement that R4V has been pertinent in the context in which it was conceived.

However, opinions on the overall relevance of the mechanisms vary by region and type of organization consulted. Those familiar with IBC-HM, particularly individuals associated with the United Nations and INGOs, consider it very relevant. In the case of R4V, its relevance is considered very high in South America and the Caribbean (above 4.06/5) and lower (3.21/5) in Central America and Mexico (see Annex IV).

There is also **agreement on the importance of addressing mixed movements from a global logic that transcends the humanitarian approach and links it with integration and development**. However, there is no consensus on whether the mechanisms should also address the causes of displacement. The majority opinion suggests that the focus should remain on the consequences along the entire route and at the destination or possible return.

In terms of relevance and **capacity for adaptation**, some important findings emerge, particularly regarding R4V. As a mechanism centered on the Venezuelan population, it has been critically viewed from various perspectives regarding the coherence of its actions with target populations and humanitarian principles. However, the reality shows that the platform is adapting and must continue to do so, expanding its response to all populations moving as part of mixed movements, regardless of nationality.

9. The changes in the situation and the practice of the mechanisms have led to de facto adaptations in response and approaches. This affects the target population of the mechanisms' work, regardless of nationality, the complementarity of actions, which should include humanitarian, integration, and development components, and the regional dimension. There is general agreement on the need to deepen these elements.

Research has evidenced an evolution in R4V's practice, extending its focus to include transit populations other than Venezuelans, which is widely considered relevant and appropriate. Both in focus groups and interviews, there is consensus on the need to address movements as a whole, overcoming the predominant focus on Venezuelan refugees and migrants. This change is already being implemented in practice in various ways. In several countries in the region, there is informal talk of an "R4V plus," where the response also targets populations of other nationalities. However, these adaptations have been executed in a disconnected manner and the absence of a coherent and uniform regional vision. Furthermore, various information and planning products, as well as communiqués and other documents analyzed during the study, remain limited to addressing the specific situation of Venezuelan refugees and migrants.

On the other hand, R4V mechanisms have adapted their response approaches to include both humanitarian assistance and integration actions. There is strong consensus on the need to maintain and reinforce the centrality of protection, integrating this axis into both the humanitarian and integration and development components. Despite organizational biases, there is strong agreement on the importance of balancing humanitarian actions with development and integration efforts, reflecting broad support for the "double nexus".

However, when considering the peace component of the "triple nexus," opinions are more varied and do not emerge spontaneously in interviews or focus groups. Nonetheless, there is significant agreement on the need for a regional approach that allows for a more global vision and more coordinated work at the regional level. This approach is another aspect that has generated considerable consensus among the key actors consulted.

10. Changes in mobility patterns in the region confirm the relevance of adopting a route-based approach, with a more global vision that takes into account the causes in countries of origin, transit, destination, and possible return.

In addition to the elements of the previous finding, interviews, and focus groups strongly highlighted the need and relevance of expanding the coordination mechanisms' approach to mixed movements by incorporating a more global vision. The experiences of binational border coordination are scarce and hinder better monitoring in cases such as Venezuela-Colombia or Colombia-Panama, among others.

Looking to the future, **there is broad agreement on the relevance of adopting a route-based approach**¹⁶, understood as a comprehensive strategy to address the needs of migrants and refugees at all stages of their journey. This approach ensures multisectoral coordination, continuous provision of protection and assistance, and data-driven adaptations for the response, thereby providing greater coherence to coordination efforts in this area. However, there are doubts about the implications of this approach in various aspects (political, information management, changes in certain work patterns, increased demands for coordination, etc.), but its relevance is largely supported.

"...At this moment, it makes much more sense to focus on a Route-Based Approach and then have various forums contributing. Also, when we move down to the level of concrete responses, R4V will play a very important role because the support spaces are already in the route, but we are lacking them in Central American countries..."

Member of a UN agency, interview

¹⁶ UNHCR, A comprehensive route-based approach. Available in Spanish at: <https://www.refworld.org/sites/default/files/2024-06/14367.pdf>

5.4. Findings related to achievements (Effectiveness, utility, and to a lesser extent efficiency and impacts))

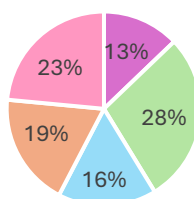
Since this is not a conventional evaluation, the usual indicators and verification mechanisms have not been used. Additionally, except in the case of **R4V**, which incorporates some of these elements in the RMRP, it would not have been possible to do so, as there are no clear predefined objectives and tracking systems through indicators for the actions of **REDLAC** or **IBC-HM**. **REDLAC** uses them for specific actions, but not generally for mixed movements. This is something that should be considered for the future, suggesting that **any coordination mechanism must include a results framework and objectives, even a theory of change to guide its overall work**, and monitoring tools to measure potential achievements. Therefore, this work has focused more on gathering opinions and evaluations of achievements and effectiveness through interviews, focus groups, and surveys.

11. Each mechanism has a series of strengths and weaknesses deriving from both its mandate and the way it has been implemented.

Each coordination mechanism in the context of human mobility in Latin America and the Caribbean has a series of strengths and weaknesses deriving from both its mandate and the way it has been implemented. In general terms, there is a broad consensus that these mechanisms have contributed to the improvement of the humanitarian response by stimulating the participation of entities of various types.

In the case of **R4V**, its strengths are considered to be its information exchange aspects and its clear focus on humanitarian issues related to refugees and migrants, with the participation of organizations experienced in migration and refugee protection.

Figure 11. Strengths of R4V

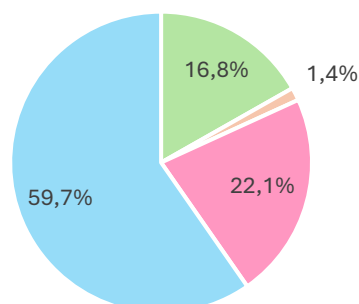


- It allows for effective inter-institutional discussion to achieve a degree of harmonisation.
- It allows for the exchange of information.
- The use of funds specifically created to respond to the needs of Venezuelan refugee and migrant population.
- It enables programme implementation issues to be addressed to ensure a smooth response at regional level.
- Its clear focus on migration as a key issue.

Source: Own elaboration with data survey

However, its mandate is identified as a weakness, being limited primarily to the Venezuelan population, which restricts its ability to address other dimensions of migration and displacement in the region.

Figure 12. Weaknesses of R4V



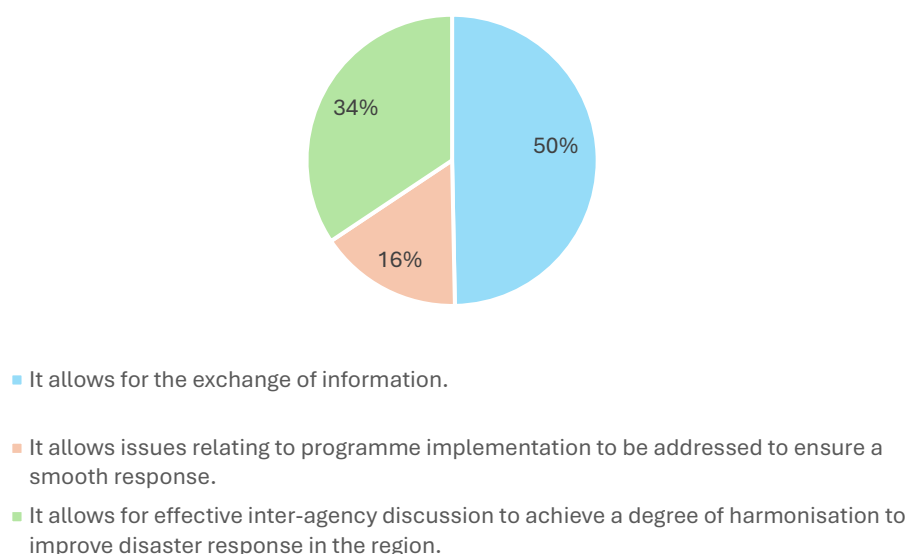
- Lack of funding to maintain an effective coordination structure.
- Reduced participation of some organisations and networks of people with migration and refugee experience.
- Duplication of coordination efforts with other regional/national mechanisms.
- Its mandate is limited to the Venezuelan refugee and migrant population.

Source: Own elaboration with data survey

The strong inclusion of a diverse range of entities in R4V's work is another aspect highlighted during the interview phase. This inclusion has enriched the strategies adopted and strengthened the capacity for a coordinated response. Additionally, the implementation of the **Regional Refugee and Migrant Response Plan (RMRP)** process is considered a significant achievement.

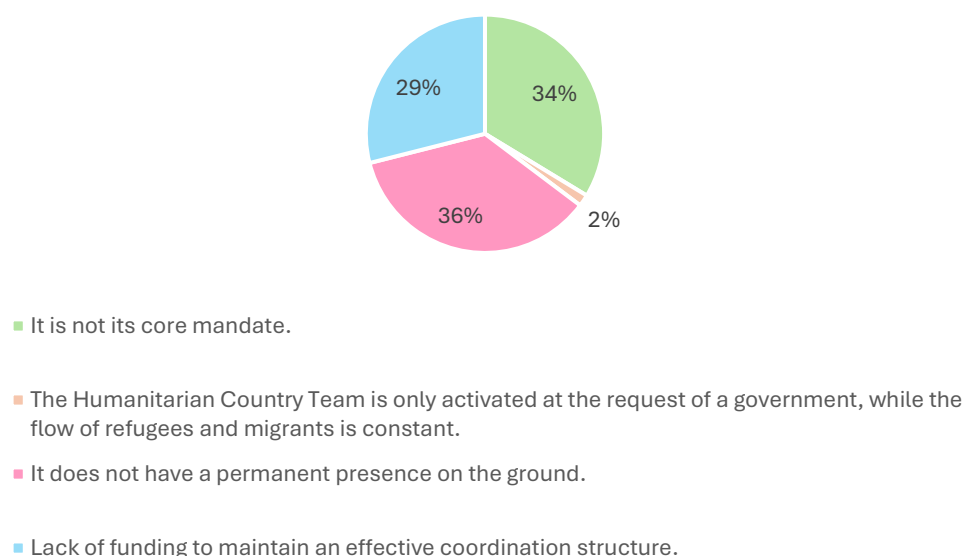
REDLAC, on the other hand, is also perceived as having significant strengths, particularly in information exchange.

Figure 13. Strengths of REDLAC



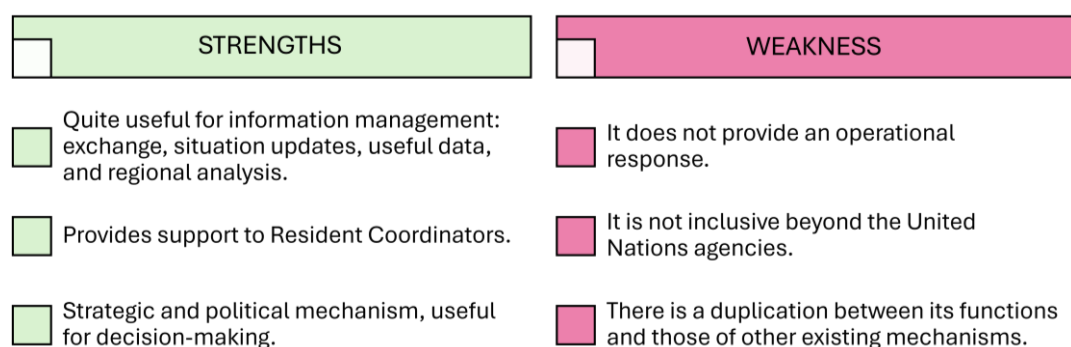
Source: Own elaboration with data survey

However, **REDLAC** operates primarily at a strategic and coordination level, which means it has a limited direct presence on the ground. Its structure relies on collaboration and coordination among various agencies and organizations that are present in the field, but REDLAC itself does not have continuously deployed operational teams in affected areas. Additionally, due to its focus, it has limited capacity to address the specific issues of mixed movements.

Figure 14. Weaknesses of REDLAC

Source: Own elaboration with data survey

The **IBC-HM** has strengthened joint analysis and prepared useful products for RCs. While they have provided valuable infographics, there is an identified need to create a space for reflection for the RCs, which could further enhance the use and application of these products. Due to its more limited role and the fact that fewer people know and interact with it, the survey included an open-ended question about the strengths and weaknesses of IBC-HM. From this, it is observed that IBC-HM is considered useful for information management, providing information exchange, situation updates, useful data, and regional analysis. **Additionally, it supports the RCs and is seen as a strategic and political mechanism, useful for decision-making, although it does not provide an operational response.** However, it is not inclusive beyond UN agencies, and there is duplication between its functions and those of other existing mechanisms. This is evident in the survey results, where 63% of respondents believe there is duplication of functions, 20% believe there is not, and 16% are unsure.

Figure 15. Strengths and weaknesses of IBC-HM. Most mentioned points.

Source: Own elaboration with data survey

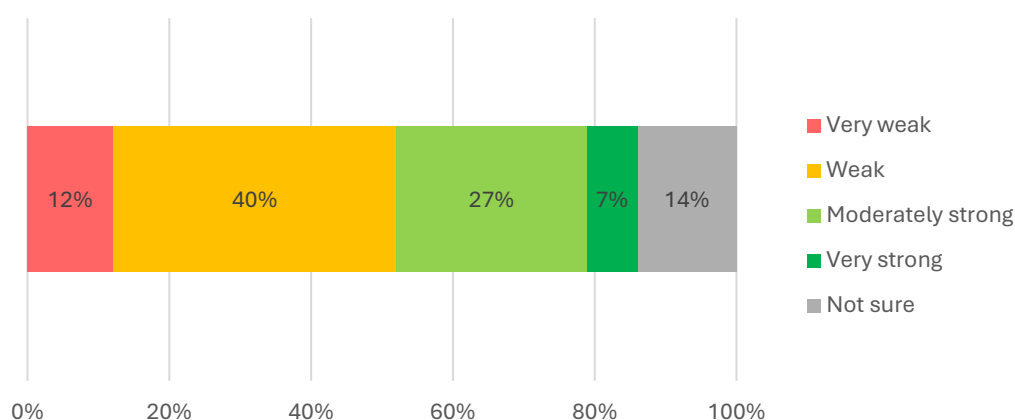
In summary, each coordination mechanism presents specific strengths and weaknesses. **R4V** has been effective in highlighting the situation of Venezuelan refugees and migrants, as well as other nationalities in transit, and in increasing funding, although its limited mandate is a restriction. **REDLAC**, on the other hand, is strong in information exchange but lacks a continuous presence on the ground and a primary focus on migration issues. Regarding **IBC-HM**, it has strengthened joint analysis and prepared useful products for RCs, but it needs a reflection space to improve its application. While it is valuable for information management and decision-making, it is perceived as not inclusive and with duplicated functions compared to other mechanisms.

Recognizing these strengths and weaknesses does not aim to evaluate each mechanism with the same standard but rather seeks to understand their nature in light of the analysis of interconnections, gaps, duplications, and complementarities identified in the following findings (see summary in Annex V).

12. Significant advances have been made both at the general and sectoral levels, but there has been some duplication that has affected achievements, creating inefficient workflows.

The relationship between the coordination mechanisms has not been as intense as expected, and this has been perceived by participants in both the interviews and the focus groups of the study, who note a high level of duplication in activities. The four field missions were planned precisely to analyze different scenarios that involve distinct challenges in terms of interconnection, gaps, and duplications. These scenarios included Ecuador (GTRM + HCT), Colombia (GIFMM), Honduras, and Panama (R4V + Human Mobility Group). In all these missions, IBC-HM was present through the RCs.

Figure 16. Level of interconnection of mechanisms at the regional level



Source: Own elaboration with data survey

In some countries, such as Colombia and Ecuador, where other coordination initiatives already existed before the arrival of R4V, specific measures have been implemented to harmonize structures and avoid duplications. In Colombia, the back-to-back system was introduced to adapt to regional needs by harmonizing the structures of GIFMM and HCT, clarifying roles, preventing duplication of efforts, and consolidating humanitarian needs assessments by specifically including Venezuelan migrants in the application of the MIRA (Multi-sector Initial Rapid Assessment). However, there is still a

"[...] I believe that REDLAC has an important role. [Along with R4V] some common areas or groups have been identified, as I understand, but I think there is still some duplication between the two..."

Member of a UN agency, interview

need to improve complementarity in reports, meetings, and participation in decision-making, as the HCT is perceived to have a better balance in actor participation, while the GIFMM has less participation. In Panama, on the other hand, the relationship between the mechanisms has been practically nonexistent.

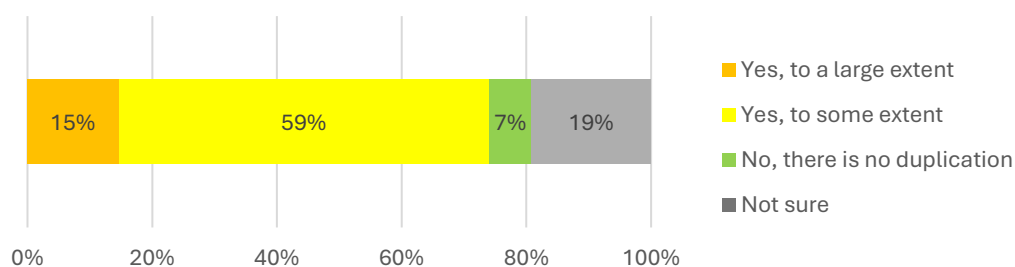
The back-to-back system used by the GIFMM and the EHP in coordination with OCHA in Colombia focuses on the coordination and efficiency of humanitarian assessments and responses. This approach has several main features:

- Consolidation of MIRA B2B assessments.
- Identification of information gaps and harmonization of data collection.
- Promotion of the use of existing data.
- Coordinated meetings.

These features reflect a concerted effort to improve coordination and efficiency in the humanitarian response in Colombia, addressing the needs of refugees, migrants, and other vulnerable populations more effectively, including exercises at the national/local level, multisectoral/sectoral level, and Initial/Rapid/Comprehensive/Monitoring assessments¹⁷.

The role of the Resident Coordinators (RCs) in fostering interaction between coordination mechanisms has been uneven. In some contexts, RCs have succeeded in facilitating better integration and collaboration between the different groups and mechanisms, while in others, this interaction has been limited. Generally, these challenges have resulted in a significant majority of survey respondents identifying duplications, rated in the survey as occurring "to a great extent" or "to some extent".

¹⁷ GIFMM Colombia: Meeting Minutes – Subgrupo WASH. Available at: <https://data.unhcr.org/en/documents/details/76734>
Needs Assessments Repository in Colombia. Available in Spanish at: <https://repositorio-de-evaluaciones.gifmm-colombia.site>

Figure 17. Level of duplication of mechanisms at the regional level

Source: Own elaboration with data survey

The implementation of sectoral approaches and thematic working groups within REDLAC and R4V has been a key element in improving coordination and response to the human mobility crisis in Latin America and the Caribbean. However, the lack of alignment between the IASC cluster system division and the R4V working groups has led to confusion and duplication of efforts, as the same organizations and individuals frequently participate in both mechanisms.

Within the R4V platform and REDLAC, several sectoral and thematic groups coexist, which in some cases have caused redundancies. For instance, in the Regional Education Group or the WASH group, the duplication of efforts was avoided, which is considered a good practice. However, in other sectors, despite having positive experiences, it has become evident that specific resources need to be dedicated to effective coordination. Table 4 shows the sectoral groups of R4V and REDLAC, highlighting in red the duplicated groups and in green the unified groups.

Table 4. Sectoral Groups at regional level

SECTORAL GROUPS AT THE REGIONAL LEVEL	
R4V	REDLAC
Sectors	Sector Tables:
WASH	
Education	
Nutrition	Nutrition
Protection and sub-sectors	Protección y subsectores
• Child Protection	• Child Protection
• GBV	• GBV
• Human trafficking and smuggling	
Health	Health
Food Security	Food Security
Shelter	Emergency Shelter
Humanitarian Transport	Camp Coordination and Camp Management (CCCM)
Integration	Logistics
	Early Recovery
Working groups:	Thematic Tables:
• CVA	• CVA
• Communication	• Communication
• Information Management	Working Groups:
• PEAS (Protection from Sexual Exploitation and Abuse)	• Community on Practice on AAP PSEA
• AAP-CwC (Accountability to Affected Populations and Communications with Communities)	• Thematic Group on Child Protection
• Environment	
• Support Spaces	

Source: Own elaboration

On the other hand, a relevant case in terms of the need for support in sectoral and thematic coordination is that of CVA.

Cash and Voucher Assistance

The CAV coordination mechanism has had a unique trajectory that allows for identifying lessons learned. Initially supported by a specific coordination resource (NorCap/CashCap), it had a hierarchical position that enabled maintaining a crucial link for a coordination mechanism, serving as a bridge between strategic decisions and technical issues discussed among group members. The dedicated coordination position also allowed for establishing the necessary links between the two coordination mechanisms related to humanitarian crises and mixed movements in the region, such as REDLAC and R4V. While the usual funding model for coordination involves financing an agency, this model, where funding was directly allocated to the coordination function, also overcame the often-expressed sentiment among group members that the coordinator, with their "dual hat," could be seen as both judge and party.

This model with specific funding allowed for capacity building within the group, preparing it for a transition to a structure with democratically elected leaders and co-leaders among the group members. The transition was successful, and the group continued to function effectively, led and co-led by large agencies and organizations with significant funding that could invest in this effort.

At the end of the cycle, during the democratic election of the next leader and co-leader, the group faced a situation where no candidates presented themselves. This was not due to a lack of interest but rather due to, on the one hand, the lack of funds allocated for coordination and, on the other hand, the perception of inefficiency in leading a coordination mechanism limited to R4V when their organizations responded beyond R4V's geographical scope. At the time of this study, and in the absence of candidates, IOM and UNHCR have assumed the roles of leadership and coordination.

In summary, the implementation of sectoral approaches and working groups in the IASC and R4V structures has been crucial in enhancing coordination in the humanitarian response. However, the duplication of efforts due to the lack of alignment between cluster systems and working groups, as well as the variability in the effectiveness of RCs in facilitating interaction, highlight areas requiring attention and improvement. Harmonizing structures and allocating specific resources for coordination are necessary steps to optimize the response to the human mobility crisis in the region.

13. The achievements in terms of influencing public policies have been significant and have contributed to decision-making and governmental measures that facilitate migrant and refugee populations' access to public services and resources.

The issue of advocacy has emerged with great relevance throughout the work of the coordination mechanisms, and there is a consensus on its importance as one of the fundamental tasks. In this context, coordination among the various actors is essential and provides significant added value, enhancing advocacy efforts.

Firstly, R4V, through its relationship with the Quito Process, has played a crucial role in influencing the measures adopted by governments regarding the integration of the refugee and migrant population. This process has guided public policies towards greater inclusion and support for the refugee and migrant population, facilitating their integration into host societies. The collaboration between R4V and the Quito Process has been fundamental in influencing governmental decisions and promoting favorable changes in legislation and practices.

Among the innovations and processes implemented, which are considered highly positive, several R4V achievements stand out. This mechanism has also significantly contributed to raising visibility on the increasing human mobility in the region and increasing funding for the response to the Venezuelan population. This increase in resources has enabled the creation of useful tools during this period.

Another noteworthy aspect is the support and technical assistance that R4V has provided to governments, resulting in improved public policies. This technical assistance has been fundamental for governments to design and implement more effective policies adapted to the realities of human mobility. **R4V** has offered specialized knowledge, training, and resources that have facilitated the adoption of best practices and the development of innovative approaches to migration and displacement management.

The work of the RCs and the UNCTs in general, has also reinforced advocacy actions. The information provided in the **IBC-HM** dashboards has been a key tool in this process, providing data and analysis that support advocacy initiatives and help guide policies and actions. These dashboards have enabled a better understanding of the situation of mixed movements, identifying needs and opportunities for intervention, and facilitating informed decision-making.

The presence of some agencies in technical secretariats or similar instances of political initiatives has undoubtedly facilitated certain advocacy actions. However, there does not appear to have been a common advocacy strategy among the various mechanisms that would have added value to this area.

In summary, advocacy is an essential task of coordination mechanisms in the context of human mobility. Effective coordination among actors, integration of civil society, technical support to governments, and the use of analytical tools such as

dashboards have been key factors in the success of advocacy initiatives. These joint efforts have significantly contributed to improving public policies and promoting greater inclusion and protection for migrants and refugees in the region.

14. Data management is among the most problematic elements: there are multiple sources of information and multiple mechanisms to consolidate it.

One of the most recurring issues in both interviews and focus groups has been the **duplication in information management systems and data handling**. This duplication is exacerbated because the data often comes from the same sources, specifically IOM and UNHCR. Both organizations participate in various initiatives to improve information management, leading to redundancies.

The duplication of efforts, the variety of standards, and the untimeliness in the periodicity and reporting of some data complicate this situation. Different organizations and coordination mechanisms generate and report information independently, resulting not only in redundancy of efforts but also in inconsistencies in the reported data. The annexed mapping report highlights a multiplicity of systems, identifying particular duplications and gaps. This lack of harmonization can lead to poorly informed decisions and a fragmented response.

“...[It is useful that the IBC-HM] provides statistics, but they are always shared a bit late. It might be more useful for someone who is not closely following the region, [...], but for our team, these statistics arrive late and do not add value because we already have them from many other [sources].”

Donor, interview

A notable problem is the lack of predictive and anticipatory elements regarding mixed movements, which is crucial for transit and destination countries to adequately prepare. Without robust predictive capacity, responses tend to be reactive rather than proactive, which can result in inefficient resource use and a lack of preparedness for humanitarian emergencies.

However, the joint process of data collection and analysis, such as the Refugee and Migrant Needs Analysis (RMNA) and joint needs assessments conducted by the partners of the Regional Interagency Coordination Platform for Refugees and Migrants from Venezuela (R4V), has generated important information products. These coordinated efforts represent significant advances in understanding and responding to the needs of migrant and refugee populations, providing a solid basis for planning and decision-making.

It is evident that, although progress has been made in data collection and analysis, there is still considerable room to improve the efficiency and effectiveness of information management systems. The key to overcoming these challenges lies in

greater integration and harmonization of data systems, as well as the establishment of common standards that can be adopted by all involved organizations.

15. The definition of the concept of gender and its focus within the various coordination mechanisms has been limited. This has resulted in low visibility for individuals with diverse sexual orientations and gender identities (SOGI), their migration and displacement experiences, and consequently, the response to their specific needs, beyond the protection from violence based on sexual orientation and/or gender identity.

Throughout the study, efforts were made to understand how coordination mechanisms have addressed gender-related aspects. Despite not being a strong theme in most interviews and focus groups, this aspect is considered highly relevant to the study. The importance of this issue is reflected in the need to address the particularities, vulnerabilities, and specific capacities of this population in mobility situations.

Generally speaking, organizations and support networks for LGBTIQ+ individuals interviewed have acknowledged the efforts of the actors involved in regional coordination to respond to the needs of those affected by mixed movements. However, these efforts are still insufficient to tackle the complexity of the phenomenon and the specific needs of LGBTIQ+ individuals. Despite certain advances, the lack of a fully inclusive response highlights the need for continued work in this direction.

One of the main challenges identified is the **limited participation of LGBTIQ+ organizations in coordination mechanisms**. Although space has begun to be given to these organizations, this space remains weak and is not present in all coordination mechanisms. This deficit limits the effectiveness of the humanitarian response, as the experience and knowledge of these organizations are not fully utilized.

Furthermore, **the limited view of sex and gender as rigid and binary categories** (heterosexual, male/female, masculine/feminine) hinders the adaptation of the response to the different vulnerabilities and capacities of LGBTIQ+ individuals. This restrictive conception complicates the implementation of inclusive methodologies for information management, which is essential to capture the complexity of the different realities these individuals face.

In this regard, interviewed actors emphasized the need to document and make visible the specific particularities and vulnerabilities of LGBTIQ+ individuals. Proper documentation is fundamental to better understand their needs and design humanitarian responses that genuinely address their specific problems and challenges. Without clear visibility of these realities, responses will continue to be insufficient and poorly adapted. For example, in repeated interviews, it was mentioned that limitations in identification and information management sometimes represented a blind spot in coordinating the response to the specific

needs of the LGBTIQ+ population. The attention to these needs has generally been limited to protecting against violence based on sexual orientation and/or gender identity.

Overall, it is believed that if coordination mechanisms had involved LGBTIQ+ organizations and support networks from the beginning of the response, better support and understanding of the phenomenon could have been provided.

Early inclusion of these organizations could have allowed for a more adequate and effective response to the specific needs of LGBTIQ+ individuals, significantly improving the impact of humanitarian actions. **LGBTIQ+ organizations and networks play a crucial role in humanitarian coordination.** These organizations have been essential in emphasizing the importance of LGBTIQ+ inclusion in humanitarian programming. Moreover, they have supported with tools and capacity-building through implementing partners, facilitating the incorporation of more inclusive approaches in the humanitarian response.

“[...] When the walking population started arriving, the vulnerable groups [identified] were only women, girls, boys, and adolescents. But the LGBTIQ+ population, which included gay men, trans women, trans men, lesbian women, etc., was not identified. There was no capacity to address their needs more directly because the border teams had no idea how to assist the LGBTIQ+ population.”

Member of an NGO, interview

16. The integration of the "triple nexus" approach and the inclusion of elements promoting peace, the fight against discrimination and xenophobia, and localization have been limited.

During the study, it became evident that a relatively overlooked aspect of coordination mechanisms in the region is **the incorporation of the "triple nexus" approach and the inclusion of elements promoting peace.** This comprehensive approach allows for more effective addressing of the root causes of problems and contributes to sustainable solutions that benefit both displaced populations and host communities. It involves not only going beyond the nexus between humanitarian aid and development but also integrating efforts in favor of peace and social stability.

"[...] Peace is something more complex for actors within the humanitarian response framework, but if you want to understand the routes in the region, you will need to address development issues, humanitarian response, and probably the triple nexus. This depends on the analysis, and sometimes it is better to start with this type of analysis by looking at the routes and realities of the countries and then thinking about mechanisms..."

Member of a UN agency, interview

For example, one of the critical points requiring attention is the limited inclusion of **elements to combat discrimination and xenophobia** directed at the host population. Although there are some isolated experiences, it is generally perceived that this issue is gaining strength in many countries and that discrimination and xenophobia are hindering the work of organizations and the exercise of the rights of affected individuals. While there are some national campaigns and initiatives, it is essential to develop more robust and coordinated strategies to combat discrimination and xenophobia, promoting coexistence and respect towards migrants and refugees.

Furthermore, the **lack of depth in "localization"** and the involvement of local organizations and people in mobility has been highlighted. Localization involves greater participation and leadership of local organizations in coordination and response processes, which is essential to ensure that interventions are relevant and sustainable. Engaging local communities and affected individuals in the planning and execution of actions not only improves the effectiveness of responses but also empowers these communities, promoting their resilience and self-management capacity.

17. There is a lack of clear evaluation and accountability systems within coordination mechanisms, affecting transparency and the ability to adapt to changing needs.

Lastly, it is relevant to highlight that during the study, efforts were made to thoroughly investigate the results and evaluations by the participating individuals and institutions. A primary difficulty has been the **lack of evaluations** that allow for a deeper analysis. Both the document review and frequent comments in interviews revealed a lack of clear systems for evaluation and accountability towards affected communities, the general population, agencies and organizations, states, and donors. This deficiency is reflected in the absence of standardized and structured mechanisms to evaluate the results and, even less so, the impact of actions and to ensure transparency in resource use. There seems to be a **limited culture of evaluation**, and in general, **the monitoring systems implemented, especially by R4V, are focused on tracking activities and to a lesser extent on results, impacts, or changes**. This negatively affects the trust of communities and donors, restricts the ability of coordination mechanisms to learn from their experiences and adapt to changing needs, and hinders the identification of areas that require improvement. Therefore, if speaking in evaluative terms, it can only be stated that the analyzed

mechanisms, especially R4V, have contributed to a better response, but it would not be possible to directly attribute many of the achieved successes due to the absence of evaluations.

5.5. Findings Related to Inclusivity

Interagency coordination mechanisms in the context of mixed flows face multiple challenges and opportunities regarding inclusivity. This analysis addresses how different mechanisms, such as IBC-HM, REDLAC, and R4V, handle these key aspects, highlighting the strengths and limitations of each approach. This section also emphasizes the fact that as the migratory landscape evolves, more actors consider it essential to incorporate new partners and improve articulation with governments to ensure a stronger response.

18. There are various approaches, perspectives, and perceptions regarding inclusivity in the main regional coordination mechanisms.

As expected due to their varied nature, the coordination mechanisms IBC-HM, R4V, and REDLAC present diverse approaches to inclusivity, each with its strengths and limitations. **IBC-HM** is characterized by a limited conception of coordination and inclusivity. Its focus is more on information management than on the participatory integration of multiple actors, which restricts the participation of various organizations and agencies.

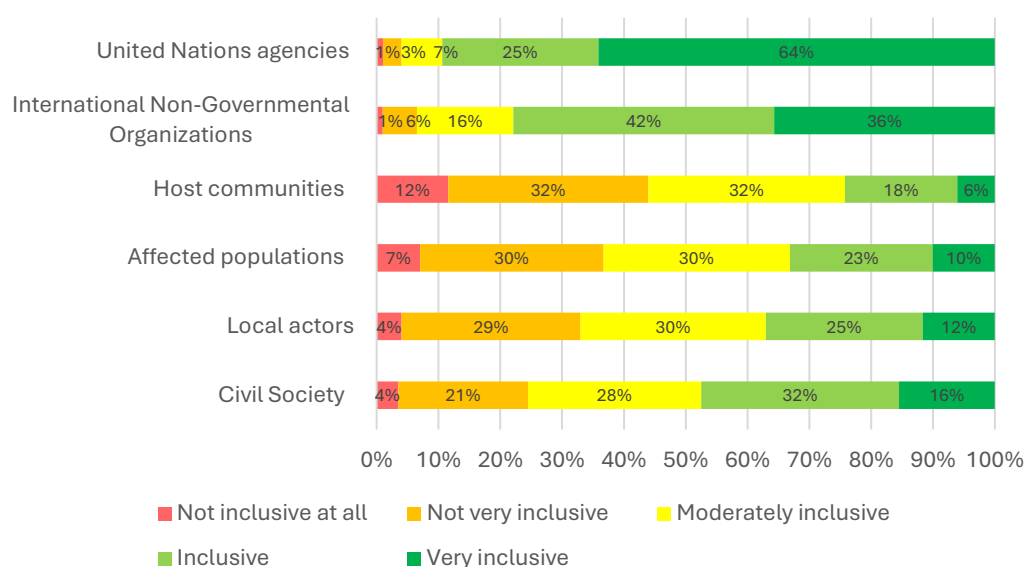
"As civil society organizations, we do not participate in decision-making and high-level strategic spaces. For example, if you look at R4V, it is still UNHCR and IOM leading the platform [...] There has been openness to participate in co-leadership spaces in some sectors, but at that strategic level where UN agencies sit with governments, civil society organizations participation is sometimes limited..."

Member of an international NGO, interview

On the other hand, **R4V**, while promoting the participation of various institutions at multiple levels, presents a hierarchical structure that has generated varied perceptions among the involved actors, as reflected in the survey responses. UN agencies and international NGOs tend to view the level of inclusivity in R4V as high, while other actors, especially local NGOs, are more critical. These organizations perceive their participation as limited, often being seen as sources of information or project implementers in which they did not participate in the design. The hierarchical relationship and power dynamics between UN

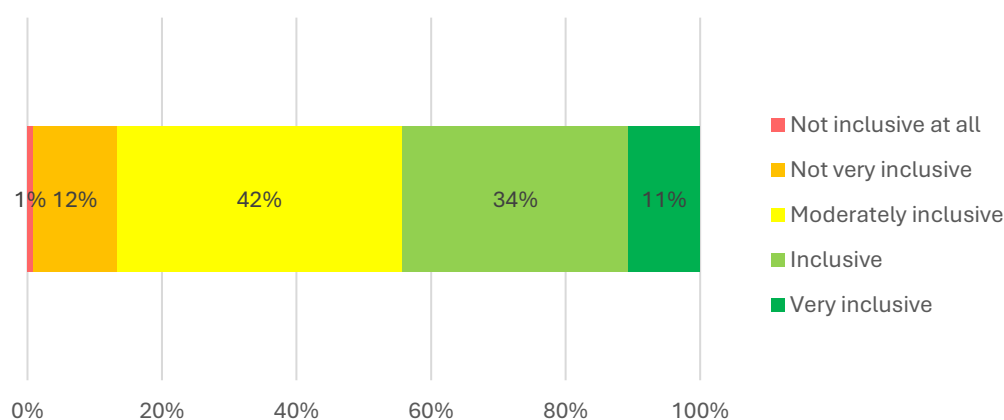
agencies and NGOs hinder equality in these relationships.

The participation of donor agencies, which is a fact in R4V, also generates diverse positions regarding the areas in which it may be convenient.

Figure 18. Inclusivity level of R4V

Source: Own elaboration with data survey

In contrast, **REDLAC** is often distinguished by its participatory and inclusive approach from its conception, as repeatedly mentioned in interviews and focus groups. This mechanism promotes the participation of a wide range of actors, including UN agencies, international NGOs, and other relevant actors. Inclusivity in REDLAC allows for broader and more diverse collaboration, facilitating a more coordinated and effective response to migratory and displacement challenges in the region. However, due to its lack of physical presence in countries and its nature as a purely regional actor, REDLAC has a limitation that leads to the exclusion of exclusively national actors. Therefore, most survey participants rated REDLAC as moderately inclusive and, secondly, as inclusive.

Figure 19. Inclusivity level of REDLAC

Source: Own elaboration with data survey

In conclusion, the coordination mechanisms IBC-HM, R4V, and REDLAC present diverse approaches in terms of inclusivity, each with particular strengths and limitations. **IBC-HM**, with its emphasis on information management, restricts the inclusive participation of multiple actors, limiting the integration of various organizations. **R4V**, while promoting the participation of multiple institutions, faces criticism for its hierarchical structure that tends to favor UN agencies and international NGOs at the expense of local NGOs. **REDLAC**, on the other hand, stands out for its participatory and inclusive approach, facilitating broader and more diverse collaboration. However, its regional scope and lack of physical presence in countries limit the inclusion of national actors. These analyses reflect the need to balance information management, organizational structure, and participatory inclusion to improve the effectiveness of coordination in response to the migratory and displacement challenges in the region

19. There are relevant actors, particularly those linked to development, who have not been sufficiently incorporated into the coordination mechanisms.

The changes in the human mobility context in Latin America and the Caribbean highlight the lack of inclusion of various actors, including development actors, in the coordination mechanisms. The involvement of these actors in the mechanisms has been relatively scarce across the different mechanisms analyzed. An example of this is the almost nonexistent role of UNDP and both international and local development NGOs.

The inclusion of development actors would broaden the perspective and resources available to address human mobility crises. These actors can bring specialized knowledge and long-term approaches that would complement the emergency interventions typical of humanitarian agencies. Additionally, their participation would promote a more holistic response that not only addresses the immediate needs of migrant and refugee populations but also supports their long-term integration and development in host communities.

Therefore, interviews and focus groups revealed a consensus on the need for greater inclusion of these entities and increased participation from various other UN agencies that have so far played a minor role. This integration would facilitate effectively and sustainably addressing the challenges of coordinated care for refugee and migrant populations.

Several elements emerged from the interviews and focus groups indicating that this might be an appropriate time to consider a more determined inclusion of such actors. Firstly, trends confirm that in South America, there is a genuine intention for large segments of the refugee and migrant population to remain. In this scenario, incorporating development actors into coordination mechanisms (such as agencies like UNDP or development NGOs) more actively can strengthen the coordinated response currently being provided.

In Central America, the current scenario is different. Interviews and focus groups indicated that the response trend remains oriented towards supporting the transit of refugees and migrants on their route northward, as the number of people opting to stay in the region's countries is relatively low. Nonetheless, the changing situation requires rethinking the response. Currently, changes in U.S. migration and refugee policy have led thousands of people arriving at its southern border to opt to return south, sometimes settling for extended periods in countries of the region. Therefore, it is also relevant for Central America to incorporate more development actors into the coordination mechanisms.

20. There is an interest in increasing government participation in coordination mechanisms both at the regional and national levels.

The changing context and the previously mentioned need to give more space to development actors, especially those involved in the integration of people in mixed movements, have exposed the need to more directly involve the region's governments within interagency coordination mechanisms. Currently, governments have grouped in various political forums, such as the Quito Process. Although there are channels of communication between forums and mechanisms like R4V, they do not reach the depth that many actors are calling for.

Effective engagement with governments, as repeatedly noted in interviews, would ensure that national and regional policies and programs include refugee and migrant populations, which is essential to provide a social protection network that meets their basic needs and offers opportunities for sustainable integration into host communities. This approach would not only help meet the immediate needs of refugees and migrants but also facilitate their long-term inclusion in society, promoting social cohesion and reducing potential conflicts.

"[...] I believe that governments need to be on board because, in the end, they are the primary responsible parties for people transiting through their countries. It is a mandate, and besides, all those who are signatories to the Convention, particularly all the people who are under the framework of international protection, are the first ones called upon. [...] We have concrete cases where if the State is not on your side, you really won't be able to access the migrants, or you will be able to expel them, or they won't receive the humanitarian aid..."

Member of an NGO, interview

Furthermore, various actors suggested the need to incorporate clear and effective communication and coordination mechanisms with the region's governments, which are vital for smooth cooperation among the actors involved in the response. This includes formalizing agreements and protocols that define roles and responsibilities and creating spaces for continuous dialogue and collaboration with state actors. A well-defined coordination structure not only improves operational efficiency but also ensures that resources are used more effectively and that responses are more coherent and aligned with national and regional policies.

5.6. Findings Related to Governance

It is evident that in the realm of coordination, issues related to how that coordination is organized are of essential importance, including aspects of governance, inclusivity, leadership, participation methods, management systems, etc. The ToR only asked for attention to inclusivity, but during the course of the research, it became clear that it needed to be framed within broader governance issues. The study paid particular attention to this topic, including descriptive elements of the various mechanisms and their particularities in the mapping. Here, space is devoted to the analysis and findings related to this aspect.

21. The governance system of R4V has enabled joint and synergistic work between UNHCR and IOM but has hindered the incorporation of other agencies into the governance system.

The governance system established with the creation of R4V has managed to generate a remarkable complementarity and synchronicity between UNHCR and IOM, which is uncommon in other regions. The collaboration between these two co-leading agencies has been better than expected, allowing for more effective coordination and a more cohesive response to refugee and migration challenges in the region. Interviewed actors consider this success in cooperation a milestone in the relationship model between both agencies, demonstrating that a well-defined governance structure facilitates productive and efficient joint work.

The key to this harmony lies in the clear definition of roles and responsibilities, which has allowed UNHCR and IOM to maximize their respective strengths. UNHCR, with its mandate focused on the protection and assistance of refugees, and IOM, with its focus on migration management, have been able to complement each other, each bringing their expertise to the coordination mechanism. This alignment has been fundamental to avoid duplication of efforts and ensure that interventions are coherent and well-directed.

Moreover, R4V's governance has fostered an environment of mutual trust and collaboration, where both agencies can share information and resources more openly and transparently. This cooperation has allowed for a faster and more adaptive response regarding the coordination of the mixed movement response, improving R4V's capacity to face complex and changing challenges. However, it is worth mentioning the necessity for both agencies to be simultaneously present in matters related to R4V, whether in meetings with other organizations in the platform or with other actors, which in some aspects may pose a risk of inefficiency in the governance system by duplicating efforts, resources, and time.

On the other hand, the model has been structured in such a way that other organizations with expertise and mandates related to the coordination or attention of the refugee and migrant population have been excluded from high-level decision-making spaces. This has led to both political and operational difficulties that R4V's rigid governance system has not been able to address, such as the risk of burnout

and duplication of coordination functions, as the constant joint presence of IOM and UNHCR is required in the different coordination spaces.

Additionally, the co-leadership limited to these agencies within R4V has hindered the incorporation of local and bottom-up perspectives regarding coordination. In this sense, it was recurrently mentioned in focus groups that reflections on how to strengthen coordination emerging from local organizations and day-to-day operations at the operational level tend to face significant barriers to reaching decision-making levels, where UNHCR and IOM are often perceived as distant.

22. There is a demand from other UN agencies and NGOs for more balanced governance within R4V.

Despite the progress achieved in coordination between UNHCR and IOM, there is significant demand from other UN agencies and NGOs for more balanced governance within R4V. Interviews and focus groups revealed that these entities feel there is a power imbalance favoring the co-leading agencies, limiting their influence and participation in the decision-making process.

"As civil society organizations, we do not participate in high-level strategic and decision-making spaces. For example, if you look at R4V, it is still UNHCR and IOM that lead the platform [...] There has been some openness to participate in co-leadership spaces in certain sectors, but at that strategic level where UN agencies meet with governments, civil society organization participation is sometimes limited..."

Member of an international NGO, interview

Critics point out that while participation from various institutions has been encouraged at multiple levels, R4V's hierarchical structure creates a dynamic where the contributions of other agencies and NGOs are not always fully valued or integrated. This feeling of exclusion can lead to a lack of cohesion and the perception that decisions do not reflect a broad consensus among all involved actors. Local NGOs, in particular, have expressed that their role is reduced to merely implementing projects designed by the co-leading agencies, without real participation in strategic design and planning. Repeatedly, both

in focus groups and interviews, individuals linked to local NGOs also expressed dissatisfaction, feeling that their participation was limited to collecting and providing information, while their involvement in decision-making around that information was restricted.

This discontent highlights the need to review and adjust governance mechanisms to ensure greater equity and representativeness. According to interviewees, especially from NGOs, any adopted coordination mechanism must develop a governance model that not only allows the participation of all involved entities but also values and effectively utilizes their contributions. Creating inclusive dialogue spaces and formalizing decision-making processes that integrate all stakeholders

can help mitigate these imbalances and strengthen the cohesion and effectiveness of the coordination mechanism. The survey asked participants about the importance of a series of elements for any adaptation of interagency coordination mechanisms. Most ranked the fact that the mechanism is coordinated by UN agencies as the least important (see Annex IV).

23. The role of RCs has not been as relevant in R4V, although in some countries their involvement has been crucial.

The participation of RCs in **R4V** varies considerably between countries, and in contexts where their involvement is limited, there has been a negative impact on coordination capacity. Interviewees, especially from the UN system, agree that **neither IOM nor UNHCR can play a coordination role equivalent to that of RCs** due to the particularities of each country. Therefore, interviews and focus groups emphasized the need for greater inclusion of RCs in coordination mechanisms, especially in R4V.

In line with the ongoing UN reform proposals and to improve the overall system's coherence, it seems important that the work on mixed movements be properly integrated into the United Nations Sustainable Development Cooperation Frameworks (UNSDCF) of each country and dialogues with governments. However, the absence of a formal role for RCs in R4V has created a disconnect between this mechanism and the rest of the UN system, with both political and operational repercussions. This has led to an ineffective articulation of response plans for refugee and migrant populations with the broader development plans and strategies driven under RC coordination at the national level.

Therefore, generally speaking, interviews and focus groups showed an agreement that the role of RCs should be greater in coordinating the response to refugee and migrant populations. For example, it was highlighted that this could strengthen the coherence of the response and its alignment with development and peace actions, thus advocating for a deepening of "triple nexus" efforts. It was also repeatedly emphasized that, due to the political status of RCs in each country, they should be the ones maintaining high-level dialogues with governments on these issues. This has been the case in Central American countries where R4V is not present, and the political-strategic role has been occupied by RCs with positive results in advocacy, although it should be noted that advocacy tasks differ in these countries from those in South America, where integration efforts are more pronounced.

Despite the agreement on increasing the role of RCs, there are discrepancies regarding the extent of this role. While some interviewees see the RC role as a guarantee to strengthen both coordination and the participation of other actors, others believe that a significantly greater role for RCs could overshadow the magnitude of the needs for the refugee and migrant response. In some cases, there was concern that placing the coordination of the mixed movements response under the RC could dilute and overshadow these tasks and financial requirements in an agenda already co-opted by other development needs and the 2030 Agenda. In any

case, it seems appropriate to clarify the role of RCs by establishing common criteria coherently.

5.7. Findings Related to Sustainability

Throughout the study, it has been confirmed that there has been a decline in funding for the response to mixed movements in the region since the peak reached in 2020, particularly evident in the data from R4V. This problematic situation demands greater efficiency in resource management, to which coordination can contribute. Some interviewees consider that this situation could become an opportunity for improving mechanisms and a spur, almost an incentive, to strengthen coordination.

In any case, some facts and evidence shed light on the sustainability and future of coordination mechanisms.

24. Coordination mechanisms have contributed to increasing the response to mixed movements in the region, although not in a sustained manner over time. This supports the need for a permanent forum to develop, implement, and monitor a long-term strategy to respond to mixed movements in the region and the role of coordination in driving it.

As highlighted in the effectiveness section H.6., coordination mechanisms, especially R4V, played a crucial role in supporting the Quito Process and Donor or Solidarity Conferences. These efforts managed to increase funding for the response aimed at the refugee and migrant population from Venezuela, although not always in a stable manner.

The sustainability of coordination mechanisms was a central theme in the interviews and focus groups of the study. Opinions on the aspects that contribute to this sustainability are varied, but some key points emerged repeatedly. Firstly, the idea that coordination must produce concrete results and be useful, both for the overall response and for the participating entities. Not as an end in itself, but as a means to achieve shared objectives. For this, the lack of common objectives and results, as well as clear mechanisms for monitoring and accountability, was highlighted. Coordination as it is currently established does not clearly define its scope, whether it is strategic or operational, nor the levels and topics it covers, or the degree of depth and autonomy involved.

Coordination often involves collaboration between diverse entities, which requires willingness and specific resources for effective participation. It is not only the desire to collaborate but also specialized knowledge, experience, and tools and processes that facilitate its implementation. Mere willingness is not enough to ensure effective coordination. Additionally, there is no single approach to coordination; it will depend on the agreement between partner entities. Any system is valid if it has its consensus. To promote inclusivity and participation, methods must be adaptive and accessible, facilitating collaboration among the various entities.

Coordination tasks are often added to the regular responsibilities of the entities, requiring specific time and resources to be addressed effectively. It is important to define how the coordination scope relates to other entities or sectors outside it to avoid duplication of efforts and improve efficiency.

Moreover, there is no adequate system for coordinated tracking of financial needs, which are not included in the HRP or RMRP.

“[...] the sustainability of current coordination mechanisms is questionable due to the duplication of efforts and donor fatigue, which directly affects the ability of CSOs to remain active and effective in these processes.”

Member of a UN agency, interview

25. The lack of specific funding for coordination is evident. Only in the case of R4V could it be considered that part of the funding from IOM and UNHCR is allocated to coordination tasks. However, even in this case, there was no specific funding for the coordination of sectors or working groups.

One of the most significant findings is the evident lack of specific funding allocated to coordination in humanitarian response mechanisms. In particular, only in the case of the R4V mechanism can it be considered that part of the funding provided by IOM and UNHCR is allocated to coordination tasks. However, even in this context, there is no specific funding for sector or working group coordination.

The financial sustainability of response mechanisms largely depends on certain specific donors. In the case of R4V, for example, a decrease in funding from the United States has already been observed. This situation suggests that restructuring the mechanism to make it more efficient could better mitigate the impact of reduced funds. In contrast, other donors, such as DG ECHO and AECID, support improvements in coordination.

Specific cases, such as the previously mentioned CVA Group, highlight the risks associated with not having specific funding for coordination. These risks include lower effectiveness in response and potential duplication of efforts, which can lead to inefficient use of available resources.

“[...] For example, PRM has already stopped funding everything related to information management. It's not sustainable either. There needs to be a balance between waiting for it to fall upon us or making a transition so it's not as harsh. I believe donors like BHA and ECHO have shown they are willing to fund more on coordination, as long as it is much more reasonable and of high quality.”

Donor, interview

26. There is little appropriation of the coordination mechanisms by local actors in affected countries, both by governments and other civil society actors.

Sustainability goes beyond financial aspects, recognizing the importance of local organizations' involvement in the sustainability of coordination mechanisms due to their contextual knowledge and commitment to remain in the territory. However, their participation in regional coordination mechanisms is not entirely clear. At subnational levels, these organizations have a greater presence but lack the necessary resources for effective participation, especially due to the duplication of efforts involved in participating in various instances.

The lack of greater involvement of other local actors in national-level coordination mechanisms negatively impacts their sustainability. While finding 20 mentions the interest in making governments more participatory in mechanisms to foster complementarity and coherence of various responses, this finding focuses on highlighting that the sustainability of current mechanisms is weakened by the lack of greater appropriation by local actors, beyond the limited participation of local NGOs.

In both focus groups and interviews with local actors, there was a notable perception that the predominant coordination model in the region has been imposed from outside the region. There was frequent reference to the decision to create R4V being made directly by the Secretary-General in New York, without inclusive conversations with local actors and without adequately considering the elements necessary to create harmony between existing (and sometimes consolidated) coordination efforts and the new platform. As a result, there is a shared feeling among local actors that they are in a mechanism where their voice was not considered in its creation. Consequently, the perception of R4V's legitimacy has been affected at the local level.

During the research, in most cases, it was found that there are no contributions from various local actors to the financing of coordination for refugee and migrant population care. This lack of participation and funding by local actors, including local government entities and the business sector, among others, limits the capacity of coordination mechanisms to operate continuously and adaptively, especially at the micro level. The lack of local resources means that most initiatives heavily depend on international funding, which can be volatile and subject to changes in donor priorities. Without sustained financial and operational commitment from local actors, the continuity of coordination efforts and the effective implementation of long-term strategies for the integration of refugee and migrant populations are compromised.

6. CONCLUSIONS

The conclusions follow the line of argument of the findings that respond to the evaluation criteria, issues to be reviewed, and key questions. The relationship between findings, conclusions, and recommendations is explicit in the recommendations section.

1. **The situation of mixed movements in the LAC region is highly complex. Beyond circumstantial aspects, certain trends and dynamics affecting the region as a whole seem to be consolidating and enduring over time.** For various reasons, Latin America and the Caribbean is a region in motion and will continue to be so, even though the causes of human mobility may vary. This realization must be the starting point for any approach in this regard.
2. **Current coordination mechanisms do not cover the entire population in situations of human mobility, neither from a territorial perspective, nor a thematic perspective, nor from a people-centered approach, nor regarding protection risks, needs, vulnerability situations, and rights.** The fact that the mechanisms have emerged to respond to various approach types, often with specific orientations, creates inconsistencies, duplications, and gaps. These gaps manifest when no mechanism assumes responsibility for certain critical aspects, such as the inclusion of the LGBTIQ+ community, leaving important needs unmet. On the other hand, duplications or lack of complementarity occur when several organizations attempt to address the same problem without coordination. For example, there is no common framework to combat discrimination and xenophobia, resulting in redundant efforts and inefficient use of resources.
3. **Coordination mechanisms have not incorporated a planning logic with clear and common objectives and results. There has been no approach that provides coherence to the humanitarian dimension with integration or development, in a nexus logic.** However, there is some complementarity between the strategic and operational dimensions, as some mechanisms focus on development issues in a strategic logic (IBC-HM). Others address only humanitarian issues in an operational manner (REDLAC) or work with both humanitarian and development logic with an integration approach (R4V).
4. Over the past five years, **the reality of human mobility in the Latin American and Caribbean region has changed significantly. However, these changes have not been reflected in the adaptation of coordination mechanisms.** While there have been some adjustments in some mechanisms, seeking to encompass all mixed movements in the Latin American and Caribbean region in their various dimensions and considering the different needs, not only or specifically for Venezuelan refugees and migrants, they have not been formalized to address situations in countries of origin, transit, destination, or return, with a route-based approach, with a regional dimension, that also has its counterpart at the national level.

5. Overall, **coordination mechanisms have added value to the overall response and contributed to positive outcomes, albeit in a limited way.** The R4V implementation improved the humanitarian situation of many people on the move and facilitated their integration into destination or transit countries. The existence of these mechanisms has been useful both from the perspective of **visibility of the situation or funding and in terms of advocacy in public policies or the implementation of common working tools.** Therefore, there have been certain achievements both in the operational sphere and in more strategic and political aspects.
6. **The lack of harmonization of different information management systems, which includes differences in data consolidation, standards, and periodicity, generates redundancies, discrepancies, and duplication of efforts,** leading to inefficient use of resources and potentially misinformed decisions. The absence of clear monitoring systems and a certain evaluation culture makes it difficult to assess their impacts.
7. **There are no clear accountability systems for affected communities, the general population, agencies, organizations, states, or donors.** This lack is reflected in the absence of standardized and structured mechanisms to evaluate the impact of actions and ensure transparency in the use of resources; it compromises the trust of communities and donors: it limits the capacity of coordination mechanisms to learn from their experiences and adapt to changing needs and hinders the identification of areas for improvement.
8. The emphasis on **sectoral or thematic aspects has had positive results, providing specialized approaches and content that contribute to improvement.** They have introduced notable innovations in some sectors or themes, such as humanitarian transport or PTM. However, these advances have been uneven among coordination mechanisms and between countries, creating duplications and gaps that have diminished achievements.
9. **The lack of homogeneity between countries, the relationship with development institutions, even those within the UN system (UNDP, UNICEF, ILO...), as well as the relationship with other coordination mechanisms, more political nature,** and with governments, complicates the relationship between the various mechanisms and their complementarity, although this homogeneity can also pose challenges in terms of autonomy.
10. **The articulation between the regional or subregional dimension of coordination mechanisms and their application at the country level, even at the local level, presents significant disparity** and lack of homogeneity, reflected in the regional strategic, regional operational, national strategic, and national operational dimensions. That represents inequalities in the treatment of the population, complicates the application of the route-based approach, and prevents showing the regional dimension of the problem, and therefore the establishment of regional strategies, especially at the operational level, and their relationship with national strategies.

11. The **disparity in governance systems** of each mechanism makes it difficult to establish comparisons, but it allows for learning about the desirability of greater inclusion and participation of different types of organizations, particularly civil society, including local organizations, and establishing clearer governance models, inclusive and oriented towards common objectives and results.
12. The **relationship with government mechanisms has been varied**, with some good results in integration and inclusion in social protection mechanisms. However, this relationship has been uneven, varying significantly between countries and contexts. In some cases, effective coordination has been achieved, facilitating the implementation of income generation and concrete reintegration programs. In others, the lack of alignment and harmonization has limited the effectiveness of responses.
13. In general, **the inclusion of the gender approach has been limited**, and the references to male dominance in Spanish can be exclusionary of women in general and their specific needs, risks, and vulnerabilities. Similarly, the still restrictive view of sex and gender as rigid and binary categories that exclude people with different sexual orientations and gender identities (SOGI) is evidenced by the lack of a formal and consistent space for the participation of LGBTIQ+ support organizations and networks in coordination mechanisms, which has hindered the recognition and adequate attention to these people.
14. The **participation of local organizations is scarce**, distancing the processes from the localization commitment, limiting the relevance and sustainability of interventions, and affecting the relevance and durability of the implemented actions.
15. **Funding difficulties condition the future sustainability** of coordination mechanisms. But at the same time, they highlight the need for specific resources for coordination, understanding that it can contribute to improving effectiveness and efficiency.

7. GOOD PRACTICES AND LESSONS LEARNED

Throughout the study, some experiences considered good practices have been collected and analyzed, and others from which lessons can be drawn. The criteria for identifying these good practices and lessons learned are based on the study's Terms of Reference (ToR), which stipulate the need to evaluate successful experiences and areas for improvement to optimize coordination. The good practices listed below highlight the integration and optimization of resources through the coexistence of coordination architectures, the development of joint documents, and the adaptation of sectoral responses to territorial characteristics and multiple impacts, among others. The lessons learned emphasize the need for adequate resources, shared leadership, support for local organizations, and a sustainable development perspective in responding to mixed movements.

These good practices and lessons learned form the basis for the recommendations presented at the end of the study. They help identify areas of success that can be replicated and adapt strategies to overcome identified challenges. Incorporating the key elements of these practices into future planning ensures more coherent, inclusive, and efficient coordination, improving the response to the complex dynamics of mobility in the region. The final recommendations, partly based on these experiences, provide a roadmap for implementing substantial improvements in the coordination of mixed flows, ensuring that the humanitarian and development needs of people on the move are addressed comprehensively.

7.1. Good practices

- Development of joint documents of agreement between REDLAC and R4V to coordinate task distribution and ensure complementarity. Coordination guide between EHP and GTRM in Ecuador. 2023.
- Proposal of an inter-institutional technical committee for analysis between the GTRM of Ecuador and the Vice Ministry of Human Mobility. 2023.
- Conducting joint needs assessments and their subsequent inclusion in the RMRP at each country and regional level. In general, the tools implemented by R4V for diagnosis and decision-making in this plan preparation are a very valuable practice.
- R4V's ability to adapt and expand its focus to other populations in transit beyond Venezuelan nationals has opened the opportunity for a more inclusive response tailored to the changing realities of human mobility in the region. These advances, which are noted as good practices, have not been fully generalized, and in some cases, flow mappings document only Venezuelan populations.
- Joint actions (with advocacy components) for the approval of legislative reforms that increase social protection for refugees and migrants. Interagency

collaboration with the participation of RCs, NGOs, and others. (Ecuador, Colombia, Peru, etc.).

- In terms of inclusivity, the role played by Humanitarian Forums, particularly in Colombia and other countries in the region, in empowering local and national organizations to participate in decision-making spaces related to responses to mixed movements, has been relevant.
- In several countries, effective collaboration with governmental mechanisms has facilitated the integration of refugees and migrants into social protection systems, enhancing the sustainability of the implemented responses.
- Dashboard development by IOM and UNHCR for the IBC-HM to guide the work of RCs.
- All the work of innovation, reflection, collection of good practices, and lessons learned in sectoral groups. Especially in the cases of Humanitarian Transport, CVA, Protection, etc.
- Maintaining a single thematic group at the regional level, such as the Regional Education Group or WASH, has been effective for human mobility issues and routine tasks. Involving local CSOs, with their knowledge and commitment, strengthens the sustainability of coordination.

7.2. Lessons learned

- Need for resources and commitment to effectively exercise leadership and possible co-leadership of groups or working sectors. (Case of the CVA). The limitation of resources for coordination, as well as donor dependence and the unequal distribution of resources among member organizations of coordination mechanisms, is a significant challenge. Hence, the importance of funding coordination efforts.
- The back-to-back system in Colombia facilitates the coexistence of two coordination architectures, the EHP and the GIFMM, integrating efforts and optimizing resources. The system originated from the improvement of coordination structures, but it highlights the need to make efforts to integrate mechanisms and avoid duplications. At the territorial level, the ELC and territorial GIFMMs carry out the MIRA-B2B (Multisector Initial Rapid Assessment-back-to-back), including mass displacements, confinements, natural disaster impacts, as well as the impact on refugees and migrants. The added value of OCHA's experience and mandate in preparing for and responding to humanitarian crises caused by disasters and the protection and reintegration elements of the GIFMM for Venezuelan refugees and migrants stands out.
- On leadership: actors and agencies with a specific mandate on refugee protection and migration should contribute to the distribution of responsibilities and commit to co-leadership with other UN agencies and civil society organizations with the technical knowledge and experience to take on shared leadership.
- It is possible to maintain a single thematic group at the regional level, as has been the case with the Regional Education Group or WASH. Prior to the creation of R4V, these groups continued to operate, both for issues related to human mobility and their regular tasks.
- Attention must be paid to local and small organizations to avoid overloading coordination meeting agendas and facilitate their participation. Additionally, small organizations and networks of local civil society organizations should have the necessary support and resources to participate in coordination.
- Mixed movements in LAC should be understood as a development issue with humanitarian elements. While a humanitarian response remains necessary, it is impossible for the predominantly humanitarian funding and approach to mixed movements in the region to meet the current needs of refugees and migrants, let alone resolve them. The human mobility perception in all its complexity as primarily a humanitarian issue means that the response tends to be short-term, which must change to provide more sustainable solutions.

8. RECOMMENDATIONS

The following section presents a list of recommendations that realistically propose a series of adaptations and transformations with varying degrees of depth. **These recommendations aim to contribute to the strategic goal of ensuring an effective, inclusive, and sustainable response to the needs of all people on the move, regardless of their nationality or legal status.** This approach seeks to optimize the articulation and complementarity between the existing mechanisms, eliminating duplications and ensuring coherence between the operational and strategic-political levels.

These recommendations **prioritize the rights protection, the route-based approach implementation, and the inclusion of humanitarian, integration, and development components in the response.** Additionally, they propose **regional coordination** that allows for joint planning, efficient information management, inclusive and transparent decision-making, and sustainable funding involving a wide range of actors, including governments, civil society, and the private sector.

1. Adapt the work of coordination mechanisms, especially R4V and IBC-HM, to the new reality of human mobility in LAC. The necessary changes can be progressive but need to address the questions raised in this recommendation.

The regional dimension of human mobility in LAC and its complexity support the idea of advancing better coordination for an improved response. From a pragmatic perspective, **it seems appropriate to build on the experience and reality of current mechanisms, improving their articulation, eliminating duplications and inconsistencies, adapting them to new realities, and reinforcing coherence between the operational dimension and the strategic-political vision.**

In this line, **several options could be considered**, but all must take into account and clarify at least the **following questions**:

- Who are the beneficiaries or **target populations** of the work?
- What are the **expected outcomes**, both in response to the beneficiaries and from the coordination mechanisms themselves?
- The thematic scope, if the humanitarian, integration, development components, the "triple nexus" approach, the route-based approach, and double or triple impact, among others, are included. And within this, the sectoral scopes.
- The geographical scope, clarifying whether it should have a **regional dimension**. Some interviewees suggested the term **hemispheric** to emphasize the desirable commitment of northern countries. And how it translates into **national and local levels**.

- The **scope of coordination** itself and to what extent various elements are to be shared: from information management, joint planning, implementation, decision-making, financing, monitoring, knowledge management, advocacy, to accountability, among others.
- How or what **mechanisms, instruments**, and tools are appropriate to achieve the expected results?
- **Governance and inclusivity**, forms of participation, the levels at which this can occur, and the relationship with other coordination initiatives.

he adapting process of the mechanisms towards a greater degree of articulation must be gradual and respond to a defined timeline of milestones to be achieved. The study proposes the immediate creation of a **Working Group to establish the timeline, address the implementation of the recommendations, and monitor their fulfillment or application.**

In the following recommendations, those aspects are developed into specific proposals or a range of possible options.

2. In terms of coverage, it is recommended to expand the scope of coordination for the response to mixed movements, with a needs-based and vulnerability-based approach to the affected people, beyond nationality and origin. Therefore, the goal of coordination and its mechanisms should be the entire population in movement as part of mixed movements.

In the medium term, the study recommends moving towards a single coordination mechanism for the response to mixed movements.

- In countries where refugees and migrants may be affected by internal violence or disasters, it should be ensured that the mixed movement coordination mechanism complements the **IASC** coordination mechanisms and its cluster structure, to include and facilitate a coherent response to the needs of people with multiple impacts. That implies **developing protocols for identifying needs and responding to double or triple impacts in countries vulnerable to internal violence and disasters.**
- In countries **where there are IASC-type humanitarian coordination spaces** for disaster preparedness and response, armed conflict, and internal violence, ensure that the coordination space for refugees and migrants complements these. In some cases, such as Colombia, this **complementarity** is already occurring with the GIFMM. Develop response protocols for double or triple impacts to clarify the roles and responsibilities of IASC spaces and mixed movement response spaces. Ensure the participation of OCHA in this exercise. In other cases, such as some Central American countries without R4V presence but with IASC spaces, these should continue to play the coordination role, aiming to articulate with the rest in the medium term.

- In countries **where there are no IASC-type humanitarian coordination spaces**, define the response protocol for the coordination space for migrants and refugees that considers affected local populations (territorial or community-based approach), as well as migrant and refugee populations (double/triple impact), preferably compatible with the cluster system. The study advocates for a **single coordination space**.
 - In all cases, the **centrality of protection** and the various frameworks that can contribute to it must be considered. Actions and decisions must always ensure that people's rights are protected above the protection of goods, infrastructure, or political interests.
 - **Apply the route-based approach**, understood as a comprehensive strategy to address the needs and protect the rights of migrants and refugees at every stage of their journey in countries of origin, transit, destination, and return. That involves implementing continuous protection and assistance measures from departure to arrival and integration into destination communities. This approach will ensure that interventions are coherent and coordinated, allowing organizations to adapt to the changing and diverse risks faced by migrants and refugees in transit. Adopting this approach requires improving cross-border coordination mechanisms.
 - Additionally, progress should be made in the proper articulation **and inclusion of mixed movement issues in the United Nations Sustainable Development Cooperation Frameworks (UNSDCF)** of each country.
 - For the time being, **the name R4V should be modified, at least by eliminating the "V" or complementing it to make clear the scope beyond nationality**. The study also proposes that the chosen name and acronym be comprehensible, easily recognizable, and written in Spanish, the majority language in the region.
- 3. In terms of future vision and planning, it is recommended to develop a "Response Strategy for Mixed Movements in LAC" that defines in depth the expected outcomes of the coordination mechanisms. The development of this strategic vision is independent of the organizational or adaptive changes of the mechanisms to be adopted.**

Once the target population of the coordination mechanisms for people on the move is clarified, the response strategy and the expected outcomes for that target population must be established. Having a clear hemispheric strategy for the entire region will facilitate the coherence of coordination mechanisms, limit duplications, foster complementarity, and allow for anticipating changes.

The Strategy should specify:

- The decisive incorporation of the **whole route-based approach** as the central axis of work with the population on the move. This should have implications for information management, types of actions, and monitoring.
- The **themes or areas of response**: from humanitarian aspects to others such as safe routes, reception centers, asylum systems, documentation and regularization, double/triple impact, protection, human trafficking, integration, family reunification, recognition of qualifications, and durable solutions, among others.
- The **coordination categories**: information, communication, advocacy, planning, preparedness, funding, response, empowerment, and localization, among others.
- **Monitoring, knowledge management, evaluation, and accountability mechanisms.**
- **Funding strategies and resource mobilization.** Although beyond the scope of this consultancy, it is proposed that following the development of **the "Response Strategy for Mixed Movements in LAC"**, an **International Conference** be convened to raise global awareness, engage donors, and seek funding. **The Strategy must have a coherent financial requirements plan.**
- For both the response themes and the coordination categories, **define strategic objectives, expected outcomes, and priorities.** It is recommended that the Strategy document incorporate a gradual vision of the expected outcomes, which could be reflected in a Theory of Change framework.
- It Should be detailed, with precise terms of reference, which mechanism/organizations should develop and lead this Strategy and ensure its implementation.

If the approach of these recommendations is accepted, it would be up to the political/strategic coordination space (see Recommendation 4) to define the short-, medium, and long-term expected outcomes. Whatever strategic decisions are made, they must be shared with the operational level. It is crucial that in this phase of strategy development, **there is a mechanism that allows the national level to express its priorities so that they can be incorporated into the regional strategy.** The experience in this aspect of the regional RMRP development can be useful. **The study recommends building on the tools developed in the RMRP (RMNA...) process, studying their complementarity with others used in the HRP.** The short-term creation of a technical **Task Force** to address this issue is recommended.

This phase is crucial for defining the **minimum expectations** at the regional response level and country by country. These minimums may vary from one country to another in terms of what is expected to be achieved in the themes along the route, from the response (humanitarian, integration, reception center, family reunification,

safe routes, centrality of protection, human trafficking, recognition of qualifications, durable solutions, asylum system, double/triple impact, combating discrimination and xenophobia, inclusion of LGBTQ+ populations, gender mainstreaming, others) and the coordination categories (information, communication, advocacy, planning, preparedness, funding, response, accountability, empowerment, localization, others).

Additionally, the Strategy should consider two aspects:

- **Prepare a glossary of concepts, terms, and acronyms used in the Strategy, as well as relevant normative and informational aspects** (Reminders of the various agencies' mandates, roles of RCs, functions of EHPs, etc.). Efforts should be made to ensure a shared understanding of these concepts to limit interpretation gaps that often generate duplications and tensions.
 - **Regularly educate all coordination actors, at any level from political to technical, on aspects related to mixed movements and coordination.** It is suggested to create an easy-to-use online platform that provides permanent access to glossaries, formats, presentations, etc. so that each actor understands how coordination functions.
4. **Regarding the structure of the coordination mechanism suitable for future challenges, it is recommended to reconfigure R4V by improving its articulation with other mechanisms and clarifying the various levels of coordination and the synergies that can occur between them.**

Following the logic and narrative of the study, the recommendation should focus on defining **which mechanisms are most suitable** for responding to the priorities. **REDLAC**, due to its mandate, experience, and expertise, should remain a humanitarian coordination mechanism focused on responding to humanitarian crises caused by disasters, armed conflict, and internal violence, and, in cases of multiple impacts, collaborate by complementing the response to the needs of people on the move. **IBC-HM**, based on the study's analysis, can provide a strategic focus at the regional level, facilitating coherence at the national level by promoting the participation of RCs and the entire UN system.

The **main objectives** of this adaptation are:

- To have **predictable mechanisms that allow an adequate response to the needs of people on the move** as part of mixed movements.
- **Harmonize to avoid the multiplication of spaces with similar purposes that may generate duplications**, from information management to the response to **people on the move** and the response mechanisms themselves.
- **Establish norms, criteria, terms of reference, key functions, best practices, etc.**

- **To have more decentralized but shared reporting systems.**
- To define **quality criteria and standards** that help clarify the minimum options to be applied in each country as well as at the regional level and facilitate accountability.
- **To reinforce and support the role of RCs** to ensure coherent and effective coordination at all levels.

It is proposed to achieve this:

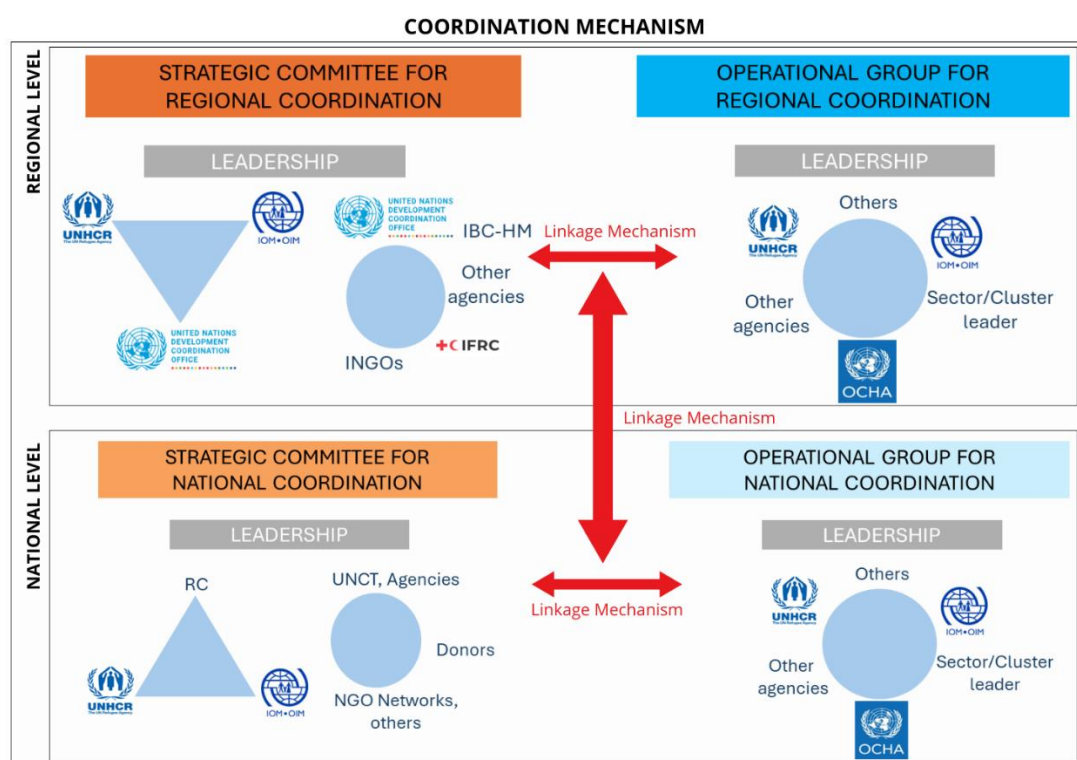
- To have **two levels of coordination: one political-strategic and one operational**, recognizing that both types of actions should be complementary and mutually reinforcing.
- To reflect these **two levels of coordination at the regional geographic level and the national level.**

That is not about having two different structures, but **one regional structure and one national structure per country**, each with a strategic-political level (decision-makers) and an operational level (technical staff, focal points). The political space can be called the Strategic Committee of the mechanism, and the operational space can be called the Operational Group. The important thing here is to formalize these two spaces, define what they are, their objectives, and how they relate to each other.

That would result in **two complementary coordination spaces, with a joint vision and strategy articulated around common objectives and outcomes**¹⁸. The following diagram summarizes the conceptual map of this proposal:

¹⁸ In a separate document, develop for each of these four spaces the aspects related to mandates, objectives, leadership, membership, governance, invited institutions, and relationships between spaces. This document could be used as input for the debate on this study and its application.

Figure 20. Conceptual scheme of coordination proposal



Source: Own elaboration

A proposal of this type would allow for greater clarification on issues related to regional-national articulation, the role of RCs, the relationship with governments and local civil society organizations (CSOs), inclusion in the United Nations Sustainable Development Cooperation Frameworks (UNSDCF) in each country, and, in general, development and integration issues, as well as with other sectors of civil society, NGOs, or donors.

At the same time, the invited entities' participation or those that would participate on an ad-hoc basis in the coordination spaces should be considered.

Below are the basic **functions and levels of these coordination spaces, aiming to advance proposals that can inform decision-making**. The names and acronyms used, evidently invented, are intended to reflect and give an idea of these levels and main tasks that should be adapted to the final decisions to be made about the coordination mechanism.

Below is a possible proposal for levels of coordination that could be adapted to the decision on a future mechanism:

REGIONAL STRATEGIC COORDINATION COMMITTEE (RSCC)	REGIONAL OPERATIONAL COORDINATION GROUP (ROCG)
<p>Mandate (RSCC): Any proposal must be consistent with the organization mandates or coordination mechanisms approved at the global level (coordination platform for mixed movements in Latin America decided by the ExCom and the Secretary-General, or Resolution 46/182 on coordination mechanisms, for example).</p> <p>Objectives (RSCC):</p> <ul style="list-style-type: none"> • In humanitarian and integration issues, ensure that the committee members participate in defining the priorities in the response themes and coordination categories. This is to have a shared, coherent, harmonized, and understood political and strategic orientation by all actors in the response to mixed movements, including national strategic and operational levels for their active contribution to the preparation of this strategy. • This space should not only be reactive but should also allow, through pertinent analyses, to anticipate changes in both the context (new political leadership, competition with other global crises, etc.) and the operational response (reduction of funding, lack of clear mandates, etc.). • Define a schedule of planning, fundraising, or advocacy activities that allow for a better balance between predictable moments and <i>ad hoc</i> moments. • Agree on the indispensable minimums to be achieved at the regional and national levels. <p>Leadership (RSCC): Include the regional direction of UNDCO/IBC-HM in addition to the existing duo of the regional directors of UNHCR and IOM.</p> <p>Membership (RSCC):</p>	<p>Objectives (ROCG):</p> <ul style="list-style-type: none"> • Implement the strategies defined by the political level or Regional Strategic Coordination Committee and review with its members the expected outcomes. • Apply appropriate norms, standards, and mechanisms; develop and share terms of reference, key functions, guides, and best practices applicable to the context to avoid duplication or gaps and promote harmonization and complementarity of the response. Foster a culture of evaluation and impact measurement by establishing standards and procedures. • Implement the expected minimums together with National Operational Coordination Groups and in accordance with the Regional Strategic Coordination Committee. <p>Leadership (ROCG): In addition to the existing duo of regional operational focal points of R4V from UNHCR and IOM, consider who else should be included, such as:</p> <ul style="list-style-type: none"> • OCHA ROLAC • Regional cluster/sector representatives • NGO representatives • Other UN agencies <p>Membership (ROCG):</p> <ul style="list-style-type: none"> • If OCHA or regional cluster/sector representatives are not integrated into leadership, they should be invited to actively participate as members. • Identify NGOs that could participate actively. • IFRC <p>Invited Participants (ROCG): Identify other actors that may be relevant to invite depending on the themes to be discussed from an operational perspective (governments, regional intergovernmental</p>

<p>Identify the regional directors of UN agencies and NGOs that should be invited to participate in key spaces, as well as donors with regional interests. As for NGOs, they should define the most suitable representative mechanism for the region. Consider the interest of the International Federation of the Red Cross.</p> <p>Invited Participants (RSCC): Other actors that may be relevant to invite depending on the themes to be discussed from a political perspective (governments, intergovernmental instruments, donors, banks, private sector, ICRC, academia, etc.) can be identified.</p>	<p>instruments, donors, banks, private sector, academia, etc.).</p> <p>Annual Planning (ROCG):</p> <ul style="list-style-type: none"> • Support the annual and <i>ad hoc</i> activities of the Regional Strategic Coordination Committee. • Have a shared activity calendar with National Operational Coordination Groups, such as needs assessments, RMRP preparation, preparation and dissemination of key information products, training on coordination instruments, implementation of mechanisms, or adoption of response norms. • Use RMRP-type documents as a planning reference that integrates plans from all countries.
NATIONAL STRATEGIC COORDINATION COMMITTEE (NSCC)	NATIONAL OPERATIONAL COORDINATION GROUP (NOCG)
<p>Mandate (NSCC): Any proposal must be consistent with the mandates of organizations and coordination mechanisms that have been approved at the global level (Secretary-General's Reform on the role of RCs, ExCom decisions, or Resolution 46/182).</p> <p>Objectives (NSCC):</p> <ul style="list-style-type: none"> • Define the national strategy in coherence with the regional vision: in humanitarian and integration matters, ensure that the members of this committee participate in defining national and theme priorities response, and coordination categories, with the purpose of having a shared, coherent, harmonized strategic orientation understood by all actors in displacement and migration response, aligned with the regional strategic vision. • Interact with the national government to ensure coherence particularly, but not exclusively, in integration issues and plans for development, integration, and 	<p>Objectives (NOCG):</p> <ul style="list-style-type: none"> • Operational implementation of strategies: review with the members of the National Strategic Coordination Committee the expected outcomes. • Apply appropriate norms, standards, and mechanisms; develop and share terms of reference, key functions, guides, accountability mechanisms, and best practices to be used in this context to avoid duplication or gaps in the response and promote harmonization. Foster a culture of evaluation and impact measurement by establishing standards and procedures. <p>Leadership (NOCG): In addition to the existing duo of national operational focal points of R4V (GTRM or other) from UNHCR and IOM, consider who else should be included:</p> <ul style="list-style-type: none"> • OCHA when present in the country. • National cluster/sector leaders or co-leaders when present. • NGO representatives?

<p>inclusion in social protection mechanisms, etc.</p> <ul style="list-style-type: none"> • This space should not only be reactive but should also allow, through pertinent analyses, to anticipate changes in both the context (new political leadership, competition with other global crises, etc.) and the operationalization of activities (reduction of funding, lack of clear mandates, etc.). • Define a schedule of planning, fundraising, or advocacy activities that allow for a better balance between predictable moments and <i>ad hoc</i> moments. <p>Minimums (NSCC):</p> <p>In close relation with the Regional Strategic Coordination Committee, it is essential to clarify the expected scope of the response, the objectives, and the indispensable minimum functions to have in each country. This can vary from country to country depending on the context, for example, whether it is a country of origin, destination, transit, or return, or all four simultaneously, or if there is a risk of multiple impacts. To illustrate this notion of minimums, revisit the lists of response themes and coordination categories and specify: 1) their level of adaptation to the context, 2) whether to add or remove some, and 3) the minimum scope intended to be achieved. For example, in thematic areas, what are the minimum actions that this particular country aims to fulfill in family reunification, or in coordination categories, what are the minimum information products that must be produced?</p> <p>Leadership (NSCC):</p> <ul style="list-style-type: none"> • Include the RC in the existing UNHCR/IOM duo. • Depending on the country's situation and presence, the role of OCHA should be considered. • This strategic shared leadership with the RC should facilitate the linkage between RMRP plans and development plans (UNSDCF). 	<p>Membership (NOCG):</p> <ul style="list-style-type: none"> • If OCHA or cluster/sector leaders or co-leaders are not integrated into leadership, they should be invited to actively participate as members. • Identify NGOs that could participate actively. In countries where an NGO Forum already exists, that could be prioritized. <p>Invited Participants (NOCG):</p> <p>Identify other actors that may be relevant to invite depending on the themes to be discussed from an operational perspective (government institutions, donors, banks, private sector, academia, etc.).</p> <p>Annual Planning (NOCG):</p> <ul style="list-style-type: none"> • Support the annual and <i>ad hoc</i> planned activities of the national political/strategic coordination group. • Have a shared activity calendar with the members and partners of the national operational coordination space, such as monthly (or other period) meetings, RMRP preparation, preparation of key information products, training on coordination instruments, implementation of mechanisms, or adoption of response norms.
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<p>Membership (NSCC): UN agencies (UNCT), international and national NGOs, civil society, donors with national or regional interest, National Red Cross Society.</p> <p>Invited Participants (NSCC): Other actors that may be relevant to invite depending on the themes to be discussed (governments, local governments, sectoral government institutions, intergovernmental instruments, other donors, banks, private sector, ICRC, academia, etc.) can be identified.</p> <p>Annual Planning (NSCC): Define a shared activity calendar with the RSCC and the NOCG. Long-term planning related to policy formulation, regional and high-level decision-making implications.</p>	
LINKAGE MECHANISMS	
<p>It is as important to define the roles and scopes of each of the Strategic Committees and Operational Coordination Groups, both regional and national, as it is to determine how they will interrelate; what is referred to here as the linkage mechanisms.</p> <p>Linkage Mechanism between Strategic Committees Ensure that there is a fluid line of communication between the Regional Strategic Committee and the National Strategic Committees of each country, allowing for strategic and political decision-making within a regional framework, coherent with the context of each country. Additionally, establish relations between National Strategic Coordination Committees for border situations or inter-country relations, with the mentioned route-based approach.</p> <p>Linkage Mechanism between Operational Groups Ensure that there is a fluid line of communication between the Regional Operational Group and the Operational Groups of each country to facilitate the practical and operational implementation of policies and strategies, and, as much as possible, the unification of minimum standards, indicators, and information management systems. According to the route-based approach, this seeks to make the attention as complementary and coherent as possible between countries.</p> <p>Linkage Mechanism between the Regional and National Levels Ensure that there is a fluid line of communication between the Strategic Committees and the Regional Operational Coordination Groups with their National counterparts to ensure better coherence, as well as more clarity in roles and functions.</p>	

In cases where there are multiple coordination systems for mixed movements, such as in Panama, they should be integrated into the National Strategic Committee or the National Operational Coordination Group to fulfill the minimum functions in the country, clarifying the distribution of responsibilities of the RCs, and UNHCR and IOM.

In countries where there are no national R4Vs but there are other coordination systems for mixed movements, their inclusion and adherence to minimum functions and standards should be facilitated, coordinating with the Regional Strategic Committee and the Regional Operational Group.

In all cases, define the expected outcomes in each country and design, together with the actors of the Strategic Committees and Operational Coordination Groups, tools that improve efficiency and reduce duplications. These tools may include guidelines for coordination in the event of migration and displacement, terms of reference for the functions of the Strategic Committee and the National Operational Coordination Group, with differentiation of functions and linkage mechanisms, a list of key products to be generated in a planned manner, methodologies for needs assessment and analysis, methodology for contributing to the development of an RMRP, and agreement letters or Memorandums of Understanding between RC/OCHA, UNHCR, and IOM.

5. Regarding clusters, sectoral or thematic groups, steps should be taken to harmonize existing ones in each area, avoid duplications, and, in the medium term, unify them both at the regional and country level.

This proposal is understood as a process because not all sectoral or thematic groups start from the same situation, not all countries have activated the cluster system, and not all functioning clusters in one country would be relevant in others.

In any case, **in this unification of sectors and thematic groups, it is recommended to follow the IASC and cluster system criteria.** Therefore, it is proposed, following the logic of the Regional and National Strategic Committees and Operational Coordination Groups, to review:

- For example, which sectors of the different architectures can be unified, such as education?
- How this unification could be implemented.
- What the leadership or co-leadership system would be, including civil society from the current participants, leaders, and co-leaders, the tools they have developed, their compatibility with the cluster system, and, based on that, propose a work agenda for both the Strategic Committees and the Operational Groups.

- These sectoral groups should facilitate the coordination and harmonization of activities of humanitarian partners.
- Work closely with national authorities and use terminology and structures adapted to each country.

About the **Strategic Coordination Committees**, sectoral groups in general should:

- Coordinate strategic decision-making based on need assessments and gap analysis.
- Identify and find solutions to gaps, obstacles, duplication, and cross-cutting issues.
- Formulate priorities based on analysis.
- Plan and implement sector strategies.
- Clarify funding requirements, help establish priorities, and agree on sector contributions to funding proposals led by the Strategic Committees.

About the **Operational Coordination Groups**:

- Develop sector plans, objectives, and indicators that directly support achieving the overall strategic objectives of the response.
- Apply and adhere to common standards and guidelines.
- Monitor and report on activities and needs, measure progress against sector strategy and agreed outcomes.
- Make recommendations for corrective actions when necessary.
- Work jointly with national, governmental, and civil society organizations in preparation and response.

6. Regarding the various information management systems, it is recommended to move towards a unified system that includes prediction and prevention aspects of movements. The different products developed should be timely and assist in decision-making by the mechanism and organizations.

The study dedicates a specific recommendation to this issue, as it has emerged as a bottleneck in coordination. Possible legal limitations regarding data that can or cannot be shared should be studied. If progress is made towards modifications and improvements to a strengthened mechanism, **this aspect of information management should be part of the Strategic Committees and Operational**

Groups at the regional and national levels. But even if decisions are not made at that level, **improving and harmonizing information management on mixed movements has value in itself.**

Within information management, it would be necessary **to unify, on the one hand, a system for analyzing the situation and movements and, on the other, one for monitoring the response.** That would benefit all actors involved in the response, from donor agencies who would have an updated overview of the situation in the region to local organizations, as it would reduce double reporting

Additionally, **incorporating an inclusive gender perspective requires the gender-disaggregated data systematic production beyond binary categories.** Also, the participation expectations must change to represent more diverse voices, especially where coordination mechanisms make decisions. The inclusive gender concept should be in all coordination work, including defining monitoring indicators.

7. Regarding governance and inclusion, it is proposed to expand the presence and participation of organizations in the coordination mechanism, specifying the roles of other agencies, RCs, NGOs, CSOs, etc.

To improve the inclusion and participation of a wide variety of actors in national and regional coordination, including different civil society organizations, consider **strengthening the co-leadership model between UN agencies and civil society. Share leadership based on the co-leadership experience of clusters and explore options.** For example, co-leadership supported by the RC and/or the EHP. For co-leadership to be effective, elements such as a clear and concise mandate, agreement on expected outcomes, an accountability system, the added value of co-leadership, recognition of the time commitment invested in the role, a better understanding of funding mechanisms, and direct authority/influence in decision-making or the ability to connect with national or local coordination levels (and vice versa at the regional level) are necessary.

- Regarding coordination with **sectors not included so far or included to a limited extent:** diaspora organizations not only Venezuelan but also organizations within potential emitting countries, multilateral banks like IDB, local business actors who can promote integration, and development actors in general.
- It could also be considered to **formalize an LGBTIQ+ focal point** (which could be a specialized organization with rotating representation) in each working group within each coordination mechanism. Strong LGBTIQ+ inclusion leadership by RCs or sector/group coordinators is another element to ensure a timely, responsible, person-centered, and non-discriminatory response.
- **Seek strategies to ensure civil society has a more participatory and strategic role in decision-making at all planning and execution stages.** That will allow for more inclusive and equitable representation in the Regional Strategic

Committees and Operational Coordination Groups. Involve local CSOs more directly in National Operational Groups so that their contributions are transmitted to the National or Regional Strategic Committees.

- **The participation of local organizations could be more clearly utilized in co-leadership roles of sectoral or thematic groups at the national or subnational level**, according to their specializations and interests, also considering the recognition of resources invested in terms of personnel and time.

8. The resulting coordination mechanism leadership should be expanded at the regional and country level, enhancing the presence of other agencies linked to development, integration, and durable solutions.

It is not the function of this review to propose a single leadership model but to propose some criteria that can guide decision-making. It is evident that due to their mandate, experience, and presence, both IOM and UNHCR have an essential role. **Other UN agencies such as WFP or UNICEF direct much of their work towards mobile populations or contexts where these highly vulnerable people are present.** At a different level, **OCHA has already shown that it plays a relevant role in humanitarian crisis and those of dual impact.** At the country level, as has already been practiced, other agencies should be incorporated.

Moreover, as schematized in the graphic of Recommendation 4, to increase coherence with the entire UN system, **the role of UNDCO at the regional level and RCs at the country level could contribute to improving coordination, especially at the strategic level.**

However, as has been shown throughout the study, coordination and its mechanisms go beyond the UN system and must start with the role played by other actors' recognition. **The inclusion of NGOs, through their coordination networks, or the entire International Red Cross Movement, represents an opportunity that is suggested to be evaluated.**

9. Regarding sustainability, it is necessary to promote the allocation of specific resources for coordination.

It is recommended **to promote the allocation of specific resources for coordination.** Below are the key recommendations to achieve this goal:

- **Funding for Coordination:** It is essential to ensure the availability and equitable distribution of specific resources for coordination, addressing identified needs. Additionally, active participation from civil society at both international and national levels, as well as networks of people on the move, should be ensured. To this end, **it is suggested to design a funding strategy that identifies donors willing to support not only the emergency phase but also the recovery and development phases.** These donors should not necessarily be exclusively governmental but also from other sectors of civil society, including the private

sector. To reduce costs, fundamentally remote operation of the coordination should be considered.

- **Formalization of the Coordination Mechanism:** To ensure long-term sustainability, it is crucial to formalize the coordination mechanism by establishing clear structures and processes. For this purpose, it is suggested to follow the path outlined in Recommendation 4.
- **Maintaining Coordination Beyond Human Mobility Crises:** It is necessary to develop a plan that justifies the need to maintain coordination activities in the long term. This could include creating a specific working group tasked with developing an advocacy plan.
- **Advocacy for State Ownership of the Response:** Efforts should be made for States to take ownership of the response by strengthening their institutions and capacities.
- **Strengthening Local Capacities:** Based on a thorough assessment of existing capacities and strengthening needs, exit strategies should be designed to overcome dependence on the international community and the UN System.

Annexes

- I. Bibliography**
- II. List of participants in interviews**
- III. List of participants in focus groups**
- IV. Survey analysis report**
- V. Table of gaps, complementarities, and duplications of the main coordination mechanisms**
- VI. Members of the research team**
- VII. Terms of Reference of the Study**